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FAMILY SERVICES

IN LOS ANGELES COUNTY GOVERNMENT

VOLUME II APPENDICES

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REPORT OF THE TASK FORCE ON CHILDREN'S SERVICES

LOS ANGELES COUNTY
ECONOMY AND EFFICIENCY COMMISSION

FEBRUARY 1989

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FAMILY SERVICES

IN LOS ANGELES COUNTY GOVERNMENT

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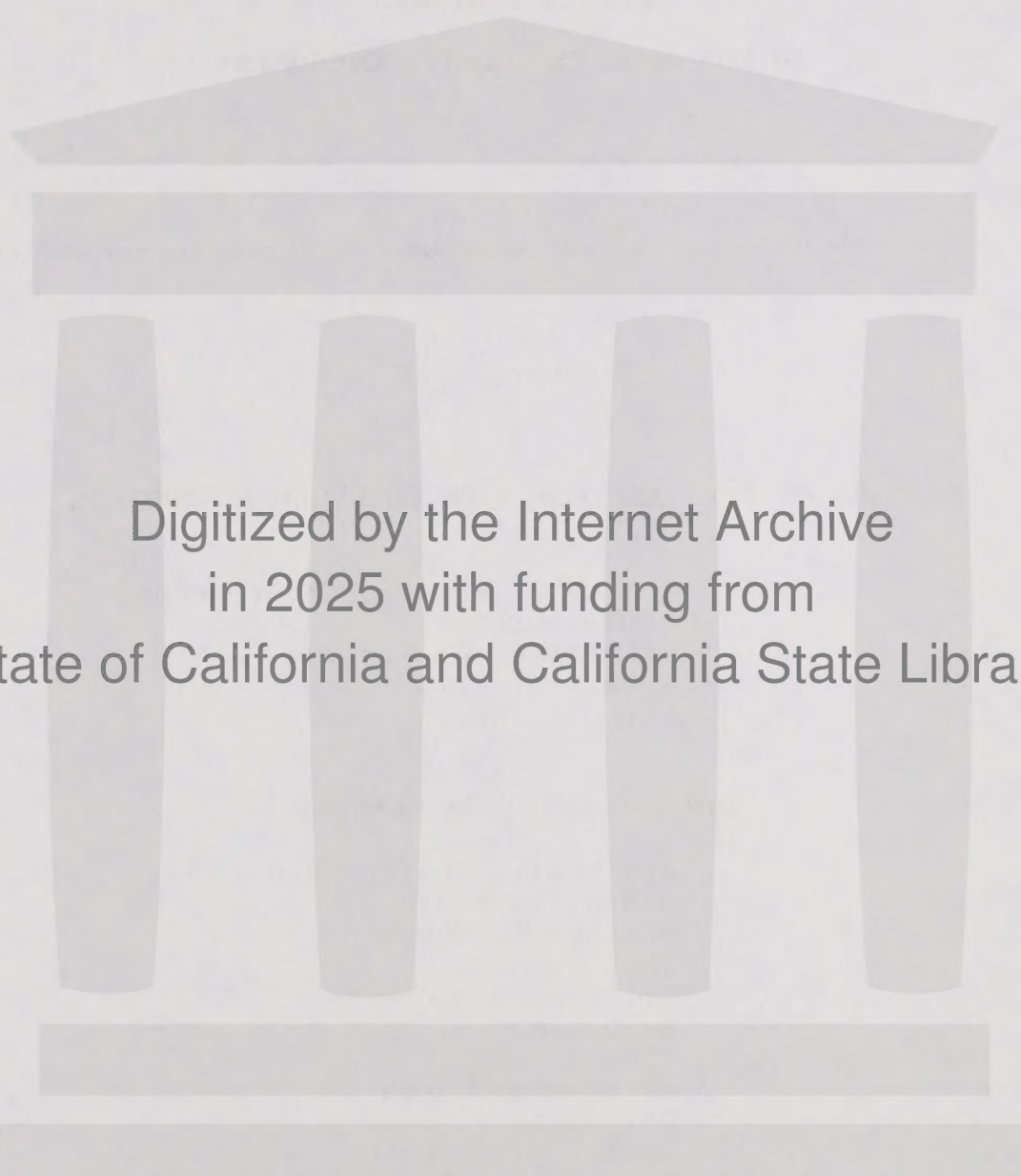
February 1989

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NOTICE

This Volume contains working papers and reference material that were used by our task force during the preparation of the report, Family Services in Los Angeles County.

The task force is publishing this material for limited distribution as a courtesy to people who may have a professional interest in further pursuing the various lines of research that were undertaken by the task force in the course of the work.

The material in this Volume represents some, but does not represent all of the work that the task force did in reaching conclusions and formulating its recommendations. It is not part of the task force report, and should not be cited, quoted, or included as part of the task force report by reference or in any other way.

Working papers are used to transmit preliminary results, background information, or discussion of alternatives while a task force study is in progress. They are tentative, do not necessarily reflect the findings or conclusions of the task force, and contain information that may have been modified later.

Reference material refers to some of the reports, studies, and other sources of information reviewed by the task force or the staff in the course of the study.

FAMILY SERVICES IN LOS ANGELES COUNTY GOVERNMENT

VOLUME II: APPENDICES

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Board of Supervisors County of Los Angeles

MICHAEL D. ANTONOVICH
CHAIRMAN OF THE BOARD

September 24, 1987

Mr. Joe Crail, Chair
Economy and Efficiency Commission
Los Angeles County
163 Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Joe:

In 1977, the Board of Supervisors created a body called the Inter-Agency Council and Child Abuse Neglect (ICAN) whose responsibility was to "begin immediately to plan for closer cooperation and assistance with reliable and responsible agencies dedicated to fighting child abuse." Upon its creation, a staff position was added to the budget of the Department of Public Social Services (DPSS) to provide support of ICAN.

During the past ten years, many other bodies have been formed to address the growing needs of children. The most significant development was the creation of the Department of Children's Services. The existence of all these agencies has created duplication, fragmentation and confusion.

For example, we have the Planning Council, the Children's Budget Coordination Committee, the Commission for Children's Services and ICAN, along with their many committees.

In order to best serve children and maximize our resources, I believe it is appropriate for the Economy and Efficiency Commission to look at each of these entities and recommend to the Board of Supervisors how we can best coordinate their activities.

Considering the importance of the subject matter, your prompt attention would be greatly appreciated.

Sincerely,

A handwritten signature in dark ink, reading "Mike Antonovich", is written over the typed name.

MICHAEL D. ANTONOVICH
Chairman of the Board
Supervisor, Fifth District

-i-

MDA:rvf

SEP 24 1987

CORRELATION OF RECOMMENDATIONS
WITH
WORKING PAPERS AND OTHER E & E COMMISSION REPORTS

<u>RECOMMENDATIONS</u>	<u>WORKING PAPERS AND OTHER COMMISSION REPORTS</u>
1 Departmental Organization/ Realignment	<ul style="list-style-type: none"> ● All Working Papers - Especially B, D and E ● <u>Decision Making and Organization</u> (6/83) ● <u>Contracting Policy</u> (9/87)
2 Countywide Coordinating Council on the Family	<ul style="list-style-type: none"> ● All Working Papers - Especially B and D
3 Children's Advisory Commission	<ul style="list-style-type: none"> ● All Working Papers - Especially D, F and H
4 Purchase of Services	<ul style="list-style-type: none"> ● <u>Contracting Policy</u> (9/87)
5 Advisory Commissions and Interagency Councils	<ul style="list-style-type: none"> ● All Working Papers - Especially A, E, G and H ● <u>Role of the CAO</u> (12/88)

WORKING PAPER A

THEORY AND PRACTICE
IN
SOCIAL SERVICE COORDINATION

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THEORY AND PRACTICE IN SOCIAL SERVICE COORDINATION

The problems of fragmentation and coordination in social services are not unique to Los Angeles County Government. The recent California State "Little Hoover Commission" study identified 35 different state programs, 10 different state agencies and 3 different state university systems involved with services and training related to child care, runaway/homeless youth and abused and neglected children. Other governments at all levels have identified this concern. One high ranking government official interviewed described the situation as one which was systematically dysfunctional throughout the entire country.

Researchers and practitioners in the social work profession have long recognized the need for coordination of services. A significant body of literature directly addresses or indirectly supports this position. Numerous attempts have been made to coordinate state and local agencies and programs. We will describe (1) research findings and expert opinion which document the need for coordination, (2) a variety of coordination strategies recommended by experts or employed in other jurisdictions, and (3) the theoretical basis for service integration.¹

¹ Information not accompanied by a literature citation was obtained during interview.

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THE NEED FOR COORDINATION

The Unified Nature of Family Violence. In a study of 2143 families (Straus, 1983), it was found that intrafamily violence was pervasive and interconnected. There was a significant correlation between the frequency and severity of violence among spouses, parental violence toward children, and child violence toward siblings. Battered women had the highest rates of child abuse. Even women subjected to minor violence from their husbands had double the rate of child abuse compared to those who were not hit at all. Physically punished children later physically punished their own children and also committed spouse and child abuse. The findings were most dramatic for the 100 most frequently abused children. The same social and psychological variables were correlated with spouse abuse, child abuse, ordinary physical punishment and minor marital violence.

In comparing samples of child-abusing and non-abusing families (Gelles and Cornell, 1983), it was found that abusers had serious marital friction ten times as often as non-abusers, and that half of battering husbands also were violent toward their children, often precipitating the departure of the wife.

Marital discord and disturbed family relations are related to incestuous abuse. One study reported that 88 percent of the families evidenced symptoms of "disorganization" before the incest occurred. (California Commission on Crime Control and Violence Prevention, 1983)

Other researchers have found that one third of spouse abuse cases are accompanied by child abuse and that up to 85% of child

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abuse cases are accompanied by spouse abuse (Goodwin, 1985). Sexual abuse of a child by the male figure in the family is especially correlated with wife abuse by the same male. Sex abuse victims were usually beaten or saw their mothers beaten; wife abusers are likely to be child abusers, and vice-versa (Finkelhor, 1983). A random sample of middle class college students revealed that child, spouse and sibling abuse and neglect are found in the same families (Stewart et al., 1987).

Nationwide, thirty to forty percent of reported elder abuse is committed by an adult child. In a sample of 2020 senior citizens in Massachusetts (Pillemer and Finkelhor, 1988), although only about 10% of elders live with their adult children, 24% of all including unreported elder abuse is by such children. Elder abuse is more likely when the family has other kinds of violence or dysfunction or when the adult child was previously punished physically or abused by the now-aged parent.

For the most part, elder abuse occurs later in the family cycle than child abuse. The elder is most likely to reach an age at which he or she requires care after the grandchildren have left the home. However, three and four generation families are increasing in number because of the long life spans of American seniors and the delays in child bearing by many women. Some dependent elders are being cared for by adult children who are in their 40's and who are still coping with dependent teenagers or young adults. Although teen abuse sometimes continues earlier child abuse, parent-child conflict often begins during the child's teen years, when the latter is becoming more difficult

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to manage. When the parent is also burdened with a dependent elder, the risk of elder abuse rises. In some cases, the elder's adult child caregiver is simultaneously caring for her own grandchildren, because of the parenting failure of her teen or young adult daughter. (Pagelow, 1984)

Whether caring for a spouse, child or parent, a caregiver's episode of violence tends to follow a frustration in coping with or controlling the other person (Goodwin, 1985).

Family violence often escalates, sometimes to the extent of homicide. Twenty five percent of all homicides nationwide are committed by close family members against one another. In over half of these cases, one spouse killed the other. (California Commission on Crime Control and Violence Prevention, 1983)

Even ordinary and minor intrafamily violence teaches the recipient and others of impressionable age to regard violence as an acceptable behavior (Straus, 1983). In violent families, there is a pattern of interpersonal aggressiveness which takes diverse forms (Stewart et al., 1987). Family violence is recurrent in 90% of the cases; it spans the life cycle of the family (Goodwin, 1985). Family dysfunction is transmitted from one generation to the next. A study in the 1950's which led to the formation of the St. Paul, Minnesota, Family Centered Project found that 90% of families which required police contact had done so for more than one generation. A major source of family violence is the structure of a family's relationships, particularly under-organization; the structure is inadequate to carry out normal tasks (Aponte, 1986).

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Because researchers and practitioners tend to specialize in either child/spouse or elder abuse, there is a scarcity of statistical and anecdotal information which addresses elder abuse as well as child and spouse abuse. Because of the dispersion of records and data bases among agencies which serve different age groups, respond to different problems or perform different functions, data have not yet been analyzed to clearly establish whether one type of abuse is a definite predictor of another nor whether the exact same families are being reported to public agencies for diverse types of abuse. Typically, agencies at the local and state levels do not even collect data on how many child-abusing families have elders in the home or on how many elder-abusing families include minors.

Other Problems Related to Family Violence. Family violence contributes to other social problems. Persons who are violent outside of the home have usually been involved in intrafamily violence (Goodwin, 1985). Most violent juvenile delinquents have seen or felt intrafamily violence during their younger years.

In one New York study of 4465 families, over 50 percent of those reported for child abuse had at least one child who was later taken to court as delinquent or ungovernable. This represented a rate five times greater than that of the general population in the study area. (California Commission on Crime Control and Violence Prevention, 1983)

A lack of self-esteem, negative or criminal self-image, and feelings of distrust and personal powerlessness are prevalent

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among violent offenders and highly recidivistic criminals. These personality characteristics are often reflective of a family environment in which, as a child, the person experienced rejection, abuse, and an overall lack of love and affection. (California Commission on Crime Control and Violence Prevention, 1983)

One expert estimates that half of all runaway children have fled abusive homes. Another states that a large percent of homeless adults had been placed in substitute care when they were children, due to their parents' abuse or neglect of them or to their own delinquency.

Other social problems also contribute to family violence. Parents who were not themselves abused as children may, because of other problems, become abusing parents. Abusers have been found to come from multiproblem families, to have suffered poor socialization and emotional instability. (California Commission on Crime Control and Violence Prevention, 1983) Seventy percent of abusing families in California had known problems of family interaction, including one or more of the following: inability to cope with parenting, marital discord or instability, disruption of the family structure, spouse abuse, and chronic family violence ("Placement Preventive Services" survey, 1986).

Troubled families are often a product of troubled social conditions. Violence within the family can stem from or be aggravated by external stress factors such as poverty, job insecurity, under- and unemployment, racism, social isolation, lack of a support network, and inadequate access to the rewards of

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mainstream institutions. (California Commission on Crime Control and Violence Prevention, 1983)

Forty three percent of the families in California which received services because of child abuse or neglect were recipients of public financial assistance. This is approximately four times the rate of receipt of assistance benefits in the general population. Thirty two percent had difficulty living within their income, 19 percent had inadequate housing for the family size, and 14 percent had job-related problems. ("Placement Preventive Services" survey, 1986)

A comparison of child-abusing and non-abusing AFDC families revealed that the former had experienced the greatest poverty as children, still were poorer than the others, and were also the most isolated socially (Wolock, 1979). According to the report on the National Study of the Incidence and Severity of Child Abuse and Neglect (1981), children from low income families are maltreated disproportionately to their number in the entire population. Although 17% of children lived in families with incomes below \$7,000, they were 53% of neglected and 34% of abused children.

Other researchers found that, in comparing abusing and non-abusing families, abusers had problems of finances twice as often and of housing four times as often. In examining worldwide child abuse data, they found a correlation between abuse and the absence of respite for the primary caregiver: 21 of 34 societies with little child abuse have alternate caregivers, i.e., extended families or multiple wives. (Gelles and Cornell,

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1983)

Risk factors associated with elder abuse are similar. They include lack of supportive activities by persons other than the primary caregiver, overcrowding, social isolation, and financial problems (Kosberg, 1988). Seventy percent of abused elders in California whose income was known received less than \$700 per month ("Dependent Adult and Elder Abuse" survey, 1988). The financial problems of those who abuse elders can be temporary rather than chronic or severe: elder abuse rates are similar in all economic strata (Pillemer and Finkelhor, 1988). When elder abuse occurs in the middle class, it is often because the dependent elder disrupts the family's comfortable housing arrangement and life style. A middle class family is not affluent enough to pay for out-of-home or in-home care yet is ineligible for public financial assistance.

The social isolation correlated with all types of abuse consists of a lack of community ties in the form of friendships or memberships (Finkelhor, 1983).

SERVICE DELIVERY STRATEGIES

Family Centered Services. Removing an abused child from the parental home, especially to foster care or institutional custody, can be detrimental to the child's emotional well-being, with effects possibly worse than those likely to result from the abusive home environment except in the worst cases. Children remain in foster care for long periods of time. They may be abused there. Special needs often are not met because of low foster care payments. Out-of-home placement tends to discrimi-

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nate against the poor who lack middle class access to education, counselling and other support services. And foster or institutional care is more expensive than the cost of adequate support services. (California Commission on Crime Control and Violence Prevention, 1983)

In child protective services, the focus tends to be on relieving the child's trauma. The family largely remains unchanged, with risk of future abuse. More work is needed with families, both to protect siblings and to prevent future abuse (Pagelow, 1984). A recent survey by researchers at the University of California, Berkeley, determined that 25% of children who are returned to their homes are re-abused by their parents (Sullivan, 1988). A State survey found that 29% of abused children came from a family which had previously received child abuse services one or more times ("Placement Preventive Services" survey, 1986). In addition to working directly with acting-out children, clinicians must assess and treat broader family variables such as marital discord, interfering in-laws and social isolation (Dadds, 1987).

In elder abuse, the documented risk factors can be utilized to prevent elder abuse by guiding decisions about the elder's place of care (Kosberg, 1988).

Where one form of abuse or neglect is found, workers should expect to find others (Stewart et al., 1987). Workers should identify all actual and likely perpetrators and victims, should anticipate future family needs and risk situations, should provide services to meet both intangible and tangible needs which

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create risk, and should prepare family contingency plans (Goodwin, 1985).

Spouse abuse shelters should provide counselling and services for children who accompany their mothers (Pagelow, 1984).

The elements of a comprehensive services program necessary to treat family violence are common to all types of such violence (Goodwin, 1985):

- Coordinated training among law enforcement, medical personnel and others likely to report violence.

- A coordinated reporting system.

- Crisis facilities --

 - 24-hour hotlines,
 - emergency shelters,
 - surrogate families.

- Adequate treatment systems --

 - long-term relationships with helpers,
 - treatment and self-help groups,
 - time-intensive treatment involving coordinated use of many agencies, day and institutional care, trained volunteers.

- Outreach to potential victims.

- Outreach to potential abusers.

- Use of mass media to inform the general public.

- Promotion of legislative and community programs to provide services and decrease stresses, to facilitate access to treatment, to provide education and training, to encourage research.

Community Based Services. Services must affect the realities which surround the clients, in order to relieve stress and build confidence. Therapy alone may actually harm the client, because it tends to ignore external realities (Pagelow, 1984).

Neighborhood-based cooperative services should be developed, utilizing local human resources (Price, 1987). This will minimize costs of service delivery as well as remove the sense of social isolation which is at the root of much family dysfunction. Such services include intergenerational services.

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Intergenerational Services. Many elders need meaningful activity and additional income. Programs which utilize elders to assist others can provide both. For example, the Foster Grandparents - Home Visitors program employs senior citizens at minimum wage to visit troubled families, parent the parents, model successful parenting behavior, and demonstrate parenting and home management skills. The visitors typically have an eighth grade education and live alone. They come from a variety of occupational backgrounds. The troubled families are referred by child protective services, the courts, and other social agencies. The visitors are trained and receive weekly consultations by professionals. Each visitor carries a "caseload" of four families. (Arch, 1978) A similar program utilizing unpaid volunteers was documented as having reduced recidivism in child abuse and neglect to 14% of the families served (Buckley, 1985). The usual recidivism rate was, unfortunately, not stated.

Family Dynamics, a nonprofit agency dedicated to prevention of child abuse and neglect, has sponsored for 30 months an intergenerational program which serves the Bedford-Stuyvesant section of Brooklyn, New York. Brooklyn has the highest number of reported cases of child abuse and neglect of New York's five boroughs and accounts for nearly half of the city's teenage pregnancies. The nine project volunteers - homemakers, a retired teacher, a social worker, and a beautician - visit homes to teach young mothers how to care for themselves and their children. (Breen, 1988)

Other intergenerational programs include:

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- in school districts in Iowa and Michigan, older volunteers teach career awareness and educational excellence to youngsters in danger of dropping out of school;
- in Maine and Illinois, nonprofit programs draw on the life experiences of older women to assist disadvantaged teenage mothers in raising their children;
- in Massachusetts, an alternative sentencing program for jail-bound juveniles, sponsored by a chapter of the International Union of Electrical Workers, utilizes retired union workers as mentors to the first offenders. (Breen, 1988)

In other models, teenagers serve as volunteers to visit and help older adults, or both work together. Camp Fire tested the use of elder/teen teams in conducting self-reliance programs for children from kindergarten through third grade. The programs were presented in schools, in after-school and recreation programs, in community centers, and in summer camps. (Riley, 1985)

California law encourages intergenerational day care centers for children. The Department of Education supports use of schools for programs to involve older adults in caring for latch-key children. (Tice, 1985)

Intergenerational activities are feasible in child care, education, delinquency and drug prevention, arts, home sharing, grandparenting, chore services, and informal support groups (Tice, 1985). In Pennsylvania, Generations Together developed 64 intergenerational programs. An evaluation reported that the children benefitted in behavior, socialization, and learning, while the senior citizens gained in social contact, self-confidence, self-esteem, and happiness (Lyons, 1986).

Many older adults prefer to work with their own age group. Former teachers in particular are often tired of working with

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children. Less than 1% of the seniors invited to participate in intergenerational programs are likely to be recruited. (Riley, 1985) However, those who do participate feel useful and welcome in society. They experience an increase in self-esteem and in mental and physical health. (Tice, 1985)

Intergenerational programs are promoted by many national organizations, including the National Association of State Units on Aging, the National Council on the Aging, the Community Education Center on Aging, the ACTION Foster Grandparent Program, and AARP (Tice, 1985). The National Center on Child Abuse and Neglect funded, and AARP trained and evaluated, several intergenerational parent aide demonstration projects (Buckley, 1985). Public/Private Ventures, Inc., of Philadelphia tracks intergenerational programs (Breen, 1988).

SERVICE ORGANIZATION STRATEGIES

Unification of Management Only. In several jurisdictions, all social services are administratively unified at the top management level but are delivered separately.

For example, Iowa's Department of Human Services is comprised of two divisions: Social Services and Mental Health. The Social Services Division contains branches for Medicaid, AFDC and Food Stamps, and Services. The latter has several programs, most of which focus on children and their families. Each program has a manager. Despite administrative unification, programs and services are not unified. All of the programs and their managers are age-specific, that is, they focus either on children/families or on senior citizens. The only program manag-

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er who focuses on both manages day care for all ages. At the service delivery level, there are separate intake units for specific programs such as child abuse and adult protection, and a general intake unit for walk-ins whose problems are unknown. Cross-referral between units works well; management believes that this is because they are all in the same agency. Corrections were also formerly within the same agency but have recently been separated. When corrections were in the same department as social services and mental health, the law violator and his or her family benefitted from better planning and more services than they have subsequent to separation.

Indianapolis, Indiana, and the State of Georgia likewise unify top administration but separate service delivery.

In 1979, the State of Minnesota passed the Community Social Services Act, which consolidated virtually all of the personal social services into generic social service departments (Hoshino, "The Provider-Driven Service Delivery System, 1988).

The St. Paul, Minnesota, Department of Human Services administers public assistance, social services and mental health. Within social services, there are separate intakes for child and adult services. Spouse abuse would come through adult intake, but mainly the department delegates spouse abuse matters to women's shelters operated by contractors and to the domestic relations court. The department has a special unit which provides case management for clients who are served through purchased services.

Minneapolis likewise has a unified administration with sepa-

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rate intakes. Intake was unified until a few years ago; the breakup is still a subject of debate within the agency. Co-location is being considered as a compromise. There are seven separate social services programs and intakes. However, if an individual or family needs services from more than one program, the initial intake worker manages the entire case, consolidates the case plan for all family members, and coordinates all services until another worker assumes that role. The client is not merely referred from one program to another. The department's information system tracks all contact points and identifies the case manager. The same case management policy is utilized when the client is in contact with both social services and probation (which is in a separate agency), per a negotiated "treaty" between the two agencies. Information and referral services (contracted to United Way) are still unified, as are after-hours emergency services. Although mental health and social services are in the same agency, they do not get along well. There are significant turf issues between the professions.

Where administration is unified but service delivery is not, departments do not routinely collect data on the overlap between programs. For example, in St. Paul only the mental health division reports the numbers of its clients who are also clients of the department's other programs. Even this is incomplete: it does not identify clients who are recipients of more than one other program, and it omits clients served by mental health contractors, mainly chronic mental illness and chemical dependen-

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cy cases.

Unification of Management and Services Delivery. During the 1950's, St. Paul was the site of probably the earliest effort in formal unification of social services. It was called the Family Centered Project. It was based on research conducted by Beulah Compton, Bradley Buell and others on multiproblem families. One study found that 90% of the families on which law enforcement had a case for one reason or another had required police contact for more than one generation. A comparison of agency caseloads found that only 6% of the families receiving services from more than 100 public and voluntary health and welfare agencies were using over half of the combined services of these agencies, yet their problems and behaviors were becoming worse instead of better. All of the families had been known to the agencies for 5 years, and 50% had been known for more than 10 years. Eighty percent of the most disturbed and disturbing families in the community came from families that had lived in this way for more than one generation. (Compton, 1967)

Concerned agencies, the Community Chest, and leading citizens cooperated to obtain a foundation grant. A project agency was established. It borrowed its workers from the seven participating agencies, which included schools, public and private social services, and probation. In return for loaning staff, those agencies had the right to refer cases to the project. The agreement included complete delegation of agency responsibility and authority to the project. If a particular case required a child protection worker, probation officer, and school social

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worker, the project worker was all three. The referring and participating agencies did not also have workers assigned to the case. The project worker had the same access to the resources of each agency as its own workers had. Once the client family was stabilized and had learned to cooperate with the service system, it might be referred to a regular worker in one of the agencies. Nonparticipating agencies cooperated with the project, partially because of established professional relationships among the administrators, but no doubt also partially because of the high degree of prominent support for the project.

Each worker was assigned 20 families but had a case count of 135 based on the manner in which the participating agencies counted all the casework functions performed.

The project only accepted the worst cases. A family had to be in court for child abuse or juvenile delinquency, had to have other significant problems, and had to be considered untreatable by the regular agencies. The average client family had been active with 9 or 10 agencies for approximately 10 years when accepted for service by the project.

The project worker made a presentation to each referred family. If the family did not want to be assigned to the project, the case was returned to the referring agency. Only 16% rejected project service.

The project served approximately 400 families. The first 50 were tracked for five years to evaluate results. According to independent research, within 18 months of initial service by the project, 64% of the families were functioning observably better

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and had ceased to be a source of trouble in their neighborhoods. Those served indicated that they preferred having a single worker and found it less confusing than multiple workers.

In the first year of service, public expenditures for client families increased, primarily because they received public benefits to which they had been eligible but about which they had never been informed. In each subsequent year, public costs for them decreased. The families no longer required police or other intervention, they became more self-sufficient economically, and their children experienced juvenile delinquency less than children of other poor families.

A similar project in the same area unified services to single adults, largely alcoholics, whose repeated contact with numerous agencies had earned them the nickname "butterflies".

Special projects such as these created additional costs for separate administration or staff. They were discontinued when the grant-funded project period ended.

The State of Washington has begun three pilots for service management at the community level. In April of this year the Washington State Legislature passed the Children's Pilot Project.

"The purpose of this act is to prevent child abuse and neglect and to promote the delivery of cost effective child and family services through the establishment of the pilot project in order to guide the state in establishing a comprehensive system of children and family services statewide by 1990." (Chapter 503, Laws of 1987, Washington State)

The goals of the pilot project are:

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- a) To demonstrate delivery of a continuum of services for children and families that will maximize problem prevention, early problem intervention and resolution and family independence while maintaining the physical safety and emotion well-being of the child;
- b) To demonstrate the use of outcome measures to determine the cost-effectiveness of service components and the system as a whole;
- c) To demonstrate that services can be designed to be appropriate, accessible, and sensitive to the needs of all populations within the community, including minority cultures and ethnic groups;
- d) To eliminate fiscal and process barriers where possible in order to increase efficiency in providing services;
- e) To encourage conceptual development of a continuum of service model to meet the needs of children and families and to maximize and coordinate available federal, state, and local resources;
- f) To involve local communities, schools, private entities and other state agencies, including the division of mental health of the department of social and health services, in the future assessment and planning of services in an open and formal way; and
- g) To enhance the provision of quality services through a system of workload management.

Washington State's Department of Social Services is responsible for implementing the pilot project outlined in the legislation. This department is the largest state department. It was developed in the early 1970's as the centralized umbrella department for almost all of the social service related programs. Within the last five years numerous divisions have been separated and made independent departments. In light of this current decentralization effort, there has been an effort to create an independent department to deal exclusively with children's issues. The pilot project is seen as one effort to prevent this,

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to integrate the various resources that the department currently has, and to support community level efforts to design the service delivery mechanism most fitting for that community. Money (\$2.4 million) was attached for the development of these pilot projects. The three locations for pilots included an urban section of the Seattle area, a relatively small rural community and the second largest city in Washington. Alternative management models were encouraged at these different sites. The communities were required to develop implementation plans and to submit these to the department.

In order to provide services in a continuum the legislation directed that the community based implementation plans:

- a) plan so that clients entered the system at the least intrusive and most cost-effective level of service appropriate to the clients needs;
- b) assess client service needs frequently to assure that services continue at the least intrusive level appropriate; and
- c) develop written assessment guidelines and consistently apply these throughout the duration of the project.

Another focus of the legislation was the development of an information management system for monitoring both baseline and outcome data. By directing the department to set up such a system it was hoped that it would collect and analyze much needed program and client information in new and reliable ways. The department is required to report back to the legislature on the pilot's results.

This Washington State pilot project has only reached its community planning phase at this time. The plans are being

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reviewed by the Department of Social Services, and implementation is expected within the next few months. A Statewide Coordinator with strong community experience was hired and is facilitating the process. She has expressed confidence that this effort will produce much needed improvements in the service delivery system for children and their families.

Unification of services delivery was achieved on the neighborhood level in the early 1980's in Normanton, Great Britain, by applying a concept called the "patch" system. The community was divided geographically into patches of 8,000 or fewer inhabitants. A team of workers was assigned to each patch to deliver children and youth services, family services, services for the elderly and disabled, and services for the mentally ill and retarded. Their community involvement has led the patch teams to emphasize prevention rather than reaction and to find ways to serve the community as a whole as well as individual clients. They have made extensive use of groups, both natural and formed by patch workers, and have become heavily engaged in community activities with formal and informal support groups and networks. In these respects the patch teams are very different from the typical specialist workers who serve nearby communities from full-service centralized offices. (Hadley and McGrath, 1988)

Co-Location. During the 1970's, co-location of workers from different agencies was seen as a means to improve access to and coordination of services administered by different agencies. It was not successful in Los Angeles County or in other jurisdic

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tions. For example, in Minnesota's rural counties, the Human Service Department often shared the same building with the Agricultural Extension Service offices. Both served rural families in trouble, but neither knew what the other was doing. Refugee mental health project staff were across the hall from the regular mental health department staff, but they did not talk to one another. (Hoshino, "The Provider-Driven Service Delivery System," 1988)

Coordinating Councils. Interagency councils are being utilized to address the problem of coordination by the States of Maine and Nebraska. Marin County, California, has also formed a council to assess its social service problems and to coordinate efforts. Several other metropolitan area councils have been studied in depth.

The State of Maine, under the previous and current gubernatorial administrations, has institutionalized an Interdepartmental Council for the last nine years. This is a formal interdepartmental coordination mechanism established "for the purposes of coordinating selected policy, planning and programming for Maine's at-risk and/or dependent children, families and individuals." (Interdepartment Coordination Policy Statement, Nov.1, 1987) The Interdepartmental Council is comprised of the Commissioners of Maine's Departments of Human Services, Mental Health and Mental Retardation, Educational and Cultural Services and Corrections. Other Commissioners join the Council on an ad-hoc basis for appropriate issue areas. The Chair rotates on an annual basis. The Commissioners are responsible for policy

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development and final agency actions.

A Deputy/Associate Commissioners Operations Group parallels the Interdepartmental Council. The Chair rotates on an annual basis and corresponds directly to the Chair of the Interdepartmental Council. This group has responsibility for recommending action to the Interdepartmental Council and oversight of the policy committees. An Executive Director position is assigned to this group and reports directly to its chairperson.

The Executive Director is responsible for:

- facilitation of the overall execution and quality of interdepartmental communication and assignments;

- staff support for the Interdepartmental Council and the Deputy/Associate Commissioners Operating Group;

- development of interagency operation procedures;

- consultation and advice to Policy Committees;

- coordination of interdepartmental legislative response;

- provision of information and education to outside state and national agencies; and

- direction of special projects, as assigned by the Deputy/Associate Commissioners Operations Group.

(State of Maine Interdepartmental Coordination Organization Structure Memo, Nov.1, 1987.)

Policy Committees were established by the Interdepartmental Council to carry out the interdepartmental mandate in specific policy areas in accordance with interdepartmental operating procedures. The Policy Committee Chairpersons report directly to the chairperson of the Deputy/Associate Commissioners Operations Group. They are comprised of assigned interdepartmental representatives and may establish subcommittees as needed. Some

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of the current Policy Committees are:

Alcohol and Drug Abuse Planning Committee;
Children's Policy Committee;
Adult Policy Committee;
Health Policy Committee.

Currently the Chairperson of the Interdepartmental Council is the Commissioner of the Department of Human Services. In practice the chairperson has been from this department most of the time. The funding for the Council comes from the participating departments. The staff are housed in one of the departments, usually the Department of Human Services. However, their funding may come from another participating department. The staff does not perceive their role as advocates but rather as facilitators. The current Executive Director indicated that other New England states have requested the Council to conduct model meetings in their states to see how this successful mechanism works.

Recently one of Maine's Commissioners on their Council has taken a position in Oregon. He has begun the necessary steps to create a similar coordinating council in that state because of his positive experiences with Maine's Interdepartmental Council. This mechanism appears to be an effective tool for addressing the integration and coordination issues in the delivery to children and their families. It is also important to note that the focus of Maine's Interdepartmental Council is not just on children but on all related areas including adult policy.

In the State of Nebraska, during the 1987 legislative session a bill (L.B. 637) was passed which focused on the creation

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of an interdepartmental planning approach for children and families which would provide "the judicial, executive and legislative leadership an opportunity to reach a consensus concerning the quality of life and the role of state government with regard to Nebraska's children and families." ("Nebraska's Intergovernmental and Community Planning Process For Families and Children," July 1, 1987) Although the separation of powers outlined in Nebraska's Constitution precluded a joint decision-making structure, the Nebraska Legislature found it essential that a planning process be established that provided for joint review of recommendations concerning overall direction of service improvement. Furthermore, they believed that the task should have a strong community input component.

Nebraska's Governor's Office has taken "the lead to make certain that an adaptive planning process unfold[s] which provides for (1) executive level review, (2) systemic coordination within and among all three branches, and (3) issue-specific working groups from which specific recommendations are developed." ("Nebraska's Intergovernmental and Community Planning Process For Families and Children," July 1, 1987)

A Project Director was hired who was an expert in child welfare and juvenile justice. This person was viewed as having a strong sense of credibility by the three branches of government and the community. Foundation and grant support was sought for this and other support staff positions. The Executive Branch agencies were to provide the other necessary support. The Project Director reports to the Director of the Policy Re-

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search Office in the Governor's Office.

Project goals were developed by representatives from all branches of government using the initiating legislation as a guide. The following goals were established by July, 1987. They are not refined and it is expected that they will be further developed through the polyphasic planning process:

1. The State of Nebraska will assess, document, and monitor the impact of all policy decisions, services and programs affecting children and families.
2. When a child or family requires assistance, the State of Nebraska will:
 - a. Provide assistance in the least restrictive, least intrusive and most family and community centered method.
 - b. Assure the provision of community based services which strengthen communities and families and promote healthy development of children.
 - c. Assure the fullest participation of the community in the design and provision of a family centered continuum of care which advances compliance with permanency planning statutes.
 - d. Assure that individual case planning will integrate all services to children and families.
3. The State of Nebraska will provide coordinated planning, budgeting and delivery of services which will strengthen the capacity of communities to care for children and families.

The planning process and structure are based on a number of assumptions:

1. That certain principles of systematic change guide a process more than the specific content.
2. Systematic change occurs best with people who have the responsibility to carry out the tasks.

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The planning process has been designed with a set of principles in mind. These include:

1. Mid-management and field staff will be integrated into the process as early as possible.
2. The natural results of the project for all persons involved will be education and training. The project was intended to design and operationalize a system in such a way as to change the way the services were provided.
3. The planning process should result in a better view of how actual services are delivered at the client-worker level.
4. The planning process presumes that state employees are more than competent and can work in harmony. When the expectations are present, when resources are present, and when the environment is conducive to attaining excellence, pride in one's work and caring for the client emerge.
5. The planning process is designed to integrate the community representation to the fullest extent possible. The presumption is that all services are delivered in the community and the local community support is critical.
6. The systemic operational goals of the planning process are very simple: help families to keep children in their homes; help communities provide the services so that more children can stay home; help state government identify and operationalize the means to make this happen.
7. The process is designed so that at each planning phase, measurable objectives in incremental fashion are provided by each branch of government and the community.
8. The planning process is designed to correct the belief system which supports the institutional approach to children.
9. The planning process is designed to trust employees.
10. The planning process is designed to enable research and evaluation to occur.

The planning process involves three levels:

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Level One: Intergovernmental Planning Team made up of representatives from the legislative, executive, judicial, and community.

Level Two: Coordination Team made up of legislative, executive, court administrator designees and statewide community leaders.

Level Three: Working Groups, issue specific, made up of subcommittees from Level Two.

The Project Director's role is to facilitate and sustain the planning process and finalize the recommendations from the Coordinating Level (Level Two) to the Intergovernmental Planning Team (Level One).

The State of Nebraska has been involved with the development of this Project for the last six months. It is still too early to tell what the results of their efforts to provide service integration through this structured planning process will be. The participatory emphasis on the community in this process attempts to ensure that the community will take ownership for the final implementation of the design of the social service delivery system. Funding alternatives from the community are also strongly encouraged as one means of making sure that the community takes responsibility for its contributions.

Marin County, California, invested in long range planning for its social services in 1987. This was necessary because limitations on local taxing authority and declining state and federal revenues were seen as jeopardizing critical public health, mental health and social services. Appeals to private sources, especially the Marin County Foundation, were made to offset revenue shortfalls. It was determined that a joint ef-

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fort between the public and philanthropic sectors was needed to identify the best use of declining financial support.

The County of Marin spearheaded the planning process and formed a task force of members representing the various sectors. "The purpose of the Task Force was to share experience and knowledge, combine that experience with careful analysis and imagination and identify the most effective way to organize, restructure, or modify the public and private network so that all available funds from public and private sources are tapped and are used efficiently and effectively to address the most critical needs of the people....The major work of the Task Force was to examine the system, identify fresh approaches, and recommend changes that will address short range and long range situations with solutions that are less costly and programmatically sound." ("Draft of the Health and Human Services Task Force Report," Dept. of Health and Human Services, County of Marin, July 16, 1987)

A series of recommendations were made by the Task Force which focused on the public sector, the non-profit sector, and the Marin County Foundation. Much effort was devoted to what the "true" mission of the public sector was. The services were analyzed from two perspectives: 1) that of adults and older adults, and 2) that of children and families. The Task Force concluded that the public sector's main responsibility was to provide protective services to both groups. Responsibilities varied between those for adults and older adults and those for children and families. Scenarios were developed for the "ideal"

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public sector services for both of these groups.

Services for adults and older adults included:

- A. information and referral, contracted out to a private provider;
- B. gatekeeping where a community based outreach network is supported for early detection and intervention for citizens at risk;
- C. a 24-hour emergency response system contracted out to a private provider and linked up with the information and referral system;
- D. the establishment of a unified adult and aging division within the Department of Health and Human Services which emphasizes co-locating and integrating of services with the private sector and focuses on assessment of the client.

Public sector services to children and families would be provided under a new collaborative model with the non-profit and profit sectors. A Children's Division within Marin County's Health and Human Services Department would be created. A single entry system would be developed with community based centers co-locating the public and private providers. This co-locating is thought to provide the natural collaboration needed to eliminate duplication, reduce interagency conflicts, increase greater agreement on treatment planning, and result in more effective delivery of services. Interdisciplinary and comprehensive Children's Assessment Teams would be available at the community centers. It is believed that this integrated approach would reduce overall caseloads and "provide the level of intervention and monitoring needed to resolve more family dysfunction prior to the crisis point where out-of-home care or institutionalization becomes the only alternative." (Task Force Report)

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Various specific recommendations for each sector were made around the system priority geared to client centered services. A list of characteristics which make up a "Good System" was developed. Collaborative ongoing public and private planning was also suggested.

Local interagency councils in six metropolitan areas have been studied in depth by Robert Agranoff: Dayton and Columbus, Ohio; Indianapolis, Indiana; Pueblo, Colorado; Baltimore, Maryland; and Seattle, Washington. The composition and formal structure of each council was different, although they all involved a wide range of individuals in decisions: elected legislative officials, appointed government executives, general and special purpose government agency staff, council of government and regional planning staffs, foundation executives, executives and staff of private funding bodies, and private citizens.

The author advocates equal participation by the private sector in interagency councils and increased recognition that nonpublic entities - families, neighborhoods, voluntary associations, religious institutions, and employers - provide significant underpinnings to the formal public human service system. Councils should serve as forums to coordinate public and private efforts as well as intergovernmental efforts. In most councils, however, the final decision making body consists of the funders rather than the agencies they fund.

The formal structure of each council evolved as the groups learned how to operate. For example, in Dayton the leadership found that the top administrators needed to be involved more

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often than the political decision makers. Thus a previous two-tier structure was supplanted by a three-tier structure: policy makers, executives, and planners. In Indianapolis, a large advisory group which had proved unable to properly screen work and make recommendations was abolished and replaced with a working committee of top administrators.

Typical successful efforts were: a countywide services decentralization strategy, a systematic block grant or general revenue sharing allocation process, a joint agency transportation program, a model plan for increasing client access to services, a change in the welfare intake process, a program for reducing waiting time in local service agencies, an interagency program for dealing with adolescent pregnancy, a multiagency contract monitoring system, a study of deinstitutionalization of ex-mental patients that led to a group home zoning ordinance, coordinated delivery systems for target areas, a common data base for planning, a multiagency computerized information and referral service, and emergency housing for the homeless.

The obstacles to success included perceptions of resource dependence or of lack of statutory authority to adjust programs; desire for agency autonomy and turf protection; lack of high level administrative support or incentives to cooperate; lack of general understanding of the problems; and difficulties in standardizing procedures.

Success in cooperatively solving problems within a council setting required several conditions:

1. Governments and organizations had to be treated as

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- equals, even if their levels of financial participation were unequal. In the six councils studied, the public and private sectors evolved toward equal footing.
2. Individual participants had to recognize the political nature of their task, explicitly acknowledging and adjusting to partisan and interorganizational politics. The membership had to reflect the complexities of the political and organizational system, including the state and federal governments.
 3. Politicians and executives had to be actively involved, as well as specialists in organization, planning, data management, and services delivery, in order to impact the system at all levels.
 4. Participants had to maintain a consistent focus on the problem at hand and make adjustments to solve that particular problem, as distinct from focusing on generalized goals such as working together, reducing duplication, or comprehensive planning.

Success was most likely to proceed from integrative solutions, i.e., the participants did not merely bargain to balance respective gains and losses, but found a new idea from which everyone derived some gain with little or no loss. Such solutions emerged only when the participants shared concerns and openly exchanged information. Many of the solutions either involved some program or funding adjustment which required federal or state agreement, or participants found a tolerable middle ground between strict compliance with and open defiance of higher level regulations.

The mode of operation emphasized consensus rather than voting. Staff contacts with the participants and informal sessions, such as annual retreats and information-gathering sessions, were important in creating consensus.

The problem solving sequence which most of the councils employed was very slow but was considered necessary if there was to be any hope of implementation. It had the following major

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elements:

1. Agency and council staff researched a problem which had been proposed for consideration, in order to define it.
2. The decision makers discussed the problem in detail and decided whether to include it in the council's work program. They assigned further research tasks and development of potential solutions to the staff.
3. The decision makers reviewed the staff report(s), discussed the alternatives, and decided upon a course of action.
4. The decision makers implemented the necessary actions in their own jurisdictions or organizations. The council as an institution rarely executed a decision.
5. The staff monitored the results. (This step was more threatening and less closely followed than the others; it was often done informally and irregularly.)

Councils have developed or are developing new administrative tools to facilitate their work, for example, a unified funding application process, service classification, and audit agreement, a joint survey of service provider capabilities, and a common update of economic and social needs data.

The councils' orientation has been the resolving of specific problems rather than systemic reform. Even though the original design for Columbus, Dayton, and Pueblo called for comprehensive system planning, all the structures ended up as problem solving entities. They neither led to fundamental changes nor resolved highly complex problems within their metropolitan areas. Any member could introduce a problem or issue for consideration. However, councils tended to tackle issues which required attention, i.e., some loss would be experienced if the issue was not resolved. They avoided issues which were so comprehensive that they could not deliver solutions within a comfortable time frame or which were so jurisdictionally sensitive that their relation-

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ships would be torn apart. Some issues were ignored or left for two-party action between the most affected jurisdictions. Others were left for a later time when relationships would presumably be more secure after the achievement of some successes and when the capabilities of the staff had been tested. As the councils gained credibility, more agencies used them to broker bilateral or multilateral issues.

When appropriate, the councils represented the local community generally or a particular jurisdiction in lobbying another jurisdiction for changes. It was less important that the council received any credit for an achievement than that the parties chose to work through the council. Political support increased as projects and data produced by the councils helped to remove political pressure from local decision makers. The councils were beginning to use their data and experience to understand the overall system better, and there was some prospect for more comprehensive planning in the future.

This study accepted as a given that the system is highly fragmented. The author did not address reform. He pointed out, however, that both politicians and academics have called for basic changes such as the sorting out of the functional roles of levels of government, consolidation of federal grants, and simplification and standardization of requirements, and that some problems will be solved only by structural reform. (Agranoff, 1986)

Case Management. Dysfunction within the services network can cause havoc for already distressed families (Compher,

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1984). With or without unified agency management or interagency councils, wherever service delivery itself is not unified, the need for case management to coordinate service programs and resources is widely recognized.

The National Association of Social Workers (NASW) in 1987 published a policy statement advocating the use of trained social workers to perform case management. Case management includes but is not limited to the functions of assessing needs, and planning, linking and monitoring services. It requires a trusting and enabling relationship between worker and client to expedite the utilization of services and to promote the independent functioning of the client. NASW's 1984 standards and guidelines for case management call for continuity of responsibilities when more than one person is involved in providing services and case management to a client, and declare that without such continuity the client will be adversely affected. Some (e.g., Compher, 1984) believe that case management may not be shared but should be assigned to a single worker. No two workers have the same ideas about service needs, priorities, and approaches. Multiple agencies, case plans and workers confuse clients and add to their problems of coping.

Where multiple agencies and professionals are involved, case management usually requires at least one joint case conference; after a pattern of collaboration is established, letters and telephone calls may suffice. This is time consuming (one study estimates it takes up to 47% of a worker's time), but lack of coordination both consumes time and interferes with results.

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Failure to include all involved agencies can lead to serious deficits in service. (Family Centered Project, 1957) As the coordinator of the client's social service network, the case manager needs to mediate the overt and covert conflicts that often exist among the professionals who are involved simultaneously with the client (Compher, 1984). Many workers object to being "coordinated" by another worker (Hoshino, "The Provider-Driven Service Delivery System," 1988).

Case management is a multilevel system; there are roles for administrators, supervisors, and workers. The administrator's role is to develop and coordinate the network of available services. The worker's role is to coordinate and deliver services in a particular case. The supervisor is the link between administrative and case coordination. (O'Connor, 1988)

From October 1984 to October 1985, the Mississippi Governor's Commission for Children and Youth sponsored a program to provide integrated case management services for multiproblem children, ages six to fifteen, and their families. The project funded three case managers who possessed graduate degrees in social work and had at least three years of field experience. A major requirement for referral was that the family have multiple problems and be known to more than one agency. While 50% of reported problems were directly child related, 38% concerned survival issues, such as food, housing and money. The case managers took a holistic approach to client problems. They did not supplant other agencies' workers as in the St. Paul project, but worked simultaneously with the client. The findings of the

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project evaluation indicated that the clients made better use of existing services and resolved more of their difficulties when assisted by a central person as assessor, planner, and coordinator of services. (Zimmerman, 1987)

Purchase of Service. This is a variation of the case management concept. After the 1962 amendments to the Social Security Act permitted public agencies to purchase services from other public agencies and, later, from private agencies, the American Public Welfare Association developed an idea called the "warehouse" approach, which evolved into the "purchase of services" concept. The case manager would order or purchase services needed by the client; they would be delivered by specialized units of the same agency (from the "warehouse") or by contract agencies ("purchase of services"). The concept was influenced by the vocational rehabilitation model, in which the worker contracts for various services for the disabled person. The statutorily responsible agency would be the case manager and fiscal intermediary but would deliver little service. This approach did not gain favor with statutorily responsible agencies. (Hoshino, "The Provider-Driven Service Delivery System," 1988) Also, it does not address the fragmentation of those very agencies and the problem of coordinating their respective case managers.

Unification of administration or of services delivery can to an extent be achieved through subcontracting, if the various statutorily responsible agencies contract with the same provider. For example, in Delaware, one contract agency operates all

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types of shelters: for abused children, abused spouses, run-aways, etc. This is reported to be very effective.

THEORETICAL GROUNDING FOR INTEGRATION OF SERVICES

Service delivery integration models which emphasize the need for community involvement are rooted in an ecological paradigm which takes into consideration the child, family and environment. At the root of this paradigm is the relationship between person and environment. Kurt Lewin simplified the concept with the equation $B=f(P,E)$: behavior is a function of both the persons and the environment. Urie Bronfenbrenner expanded on this concept in characterizing human development as "the progressive, mutual accommodation between an active, growing human being and the changing properties of the immediate settings in which the developing person lives, as this process is affected by relations between these settings, and by the larger context in which the settings are imbedded." (quoted by Whittaker, 1986)

Bronfenbrenner describes his ecology of human development in the context of an environment which is a set of nested concentric structures. These are made up of different systems (micro, meso, exo, and macro). These various systems comprise the "world" of human beings. An individual moves between these various systems and is influenced by and influences each of them in turn.

A service delivery system based on an ecological paradigm "focuses on environmentally oriented assessments that are designed to inform treatment methods that help the individual client from the 'outside,' that is, by placing major attention on

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the creation and maintenance of challenging, supportive and responsive environments, both proximate and distal." (Whittaker, 1986) State and county models which focus on community based service provision use this theoretical orientation. They attempt to take into consideration the environmental context of the clients.

Additional research on successful service delivery has substantiated the need for environmental considerations. One researcher, Carol Meyer, has pointed out that "there is a strong relationship between individual physical-social-psychological health and social supports and between social isolation and the breakdown in these areas of function." Social isolation has been reported as a frequent correlate of families involved in neglect and abuse. Researchers Schumaker and Brownell suggest that "social support has a direct, indirect, or interactive effect on physical and mental health". (Whittaker, 1986)

In summary, there is theoretical and research evidence that services need to be community based. Basing the services in the communities builds on the accepted ecological paradigm. The service delivery systems that focus on communities will maximize their effectiveness because of this consideration.

PROFESSIONAL AND ADVOCACY OBSTACLES TO SERVICE INTEGRATION

Separate agencies keep their records separately and do not readily share them with one another. Records of different types of violence are kept by different agencies. Researchers focus on different sets of records and types of violence. (Bolton, 1983) Fragmentation of research into different specialties

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obscures the problem of family dysfunction (Goodwin, 1985).

Practitioners treating child and elder abuse tend to advocate decriminalization, while practitioners dealing with spouse abuse and sexual abuse largely advocate criminalization (Goodwin, 1985).

In lieu of pursuing positive client outcomes as the primary goal, agency administrators usually focus on other goals such as resource acquisition (Patti, 1987), despite the fact that the correlation between spending levels and volume or quality of services is highly variable at best (Horton, 1987).

Although the St. Paul Family Centered Project was effective and received strong local support, it was coolly received in professional circles for several reasons: it reached out to client families and required them at least to hear the initial offer of services, it shared the content of agencies' records and of workers' diagnoses with clients, and it built competencies rather than cured pathologies. Such approaches are useful in treating poor families with observable dysfunctions. However, the schools of social work largely train professionals to treat individuals who are hurting inside, and the project's approaches were contrary to this emphasis. Some professionals also opposed the single worker's concentration of power over a family's access to services. Local agencies objected to the project's attempt to obtain changes in their methods and to train their workers.

As pointed out earlier, the management of the Human Services Department in Minneapolis is still divided over whether to reuni-

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ty intake, and it has retained some unification (I&R and emergency after-hours services).

Opponents of case management argue that it does not increase the inadequate supply of services and that the case manager, who lacks the authority to manage the system, manages the client instead. Case managers are being used to control and coerce clients, especially the poor and most vulnerable, by controlling information about and access to benefits and services. (Hoshino, "Models of Case Management", 1988)

Age-integrated and age-segregated services are also debated. The major arguments for age-integrated services are that (a) they discourage age discrimination, (b) they link people of different ages, and (c) they improve efficiency in service provision. Opponents counter that age-neutral programming has not eliminated age discrimination in health centers and retraining programs, and that there is no evidence for superior efficiency of age-neutral programs. Opponents also make their own arguments: that elders prefer and benefit from peer interaction, that elder problems require special expertise, and that elder needs will be neglected unless targeted. However, the evidence that elders prefer peer interaction is based on studies of housing and neighborhoods, and further studies have found no correlation with preference for elder centers and political groups. Elders do have conditions and situations - biological, physiological, psychological and social - which are not common to other age groups, but loss of a spouse occurs at other ages, and status and role deprivations may come from unemployment or the

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growing up of children as well as from retirement or the absence of family. The extent of need for geriatric expertise is still debated within the social work profession. Some thinkers propose that both age-neutral and age-segregated entry points into the service system are needed, and that the system should be oriented toward multigenerational relationships. (Lowy, 1987)

Organized advocacy and public support for elder programs focuses on age-targeted programs such as Social Security and Medicare. All elderly can rally around and preserve elder-specific programs. However, in social services age-targeting rather than need-targeting is a mechanism whereby the non-poor gain access to public funding, often at the expense of poor elders who have greater needs but are less influential and are squeezed out. Age-targeting also reduces cooperation among advocates to work for better social policies which might reduce the need for direct services. (Lowy, 1987)

CONCLUSION

The violent family has many combinations of perpetrator and victim, of all ages, simultaneously or at different times. Violence within the family contributes to running away, delinquency, homelessness, and violence outside the family. The violent family ordinarily also suffers from other types of dysfunction and external stresses. Violent and other dysfunctional families transmit their behaviors from one generation to another. All family members - both those living in the family residence and those separated from it, such as absent parents, runaway or grown children, and isolated senior citizens - are

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affected by the family's dysfunctions. These dysfunctions, in turn, are exacerbated by stresses in the family's environment, such as unemployment, overcrowding, financial problems, and social isolation.

The elements of a comprehensive service system are the same for all types of intrafamily violence.

To be effective, services must deal with the family's internal and external relations and with its environment: (a) with the pattern of internal relationships within a family, not merely with one type of violence or with one perpetrator-victim combination, and (b) with the family's economic and social problems which are often common to other families in its community and may require action on the community level. Intervention and prevention of all kinds of intrafamily abuse and prevention of delinquency and crime are inseparable. For poor families and communities, they are also inseparable from alleviation of poverty and its effects.

One service worker per family is more effective than multiple workers. Where service is delivered by more than one individual, case management is needed. There should be only one case manager per family. Continuity in the worker-client relationship is better than passing the client from worker to worker. The mix and delivery of services should be tailored to each community and to each client family. Private providers and community members should be involved in planning the service system.

Intergenerational programs make good use of human resources

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available in the community, minimize costs, expand services, and provide special benefits to young and old.

Fragmentation of services among different agencies hampers research, case planning, and service delivery. Various methods have been tried to overcome this.

- Administrative unification improves coordination of and access to services even when service delivery programs and units remain distinct. It is most effective when there is a single case manager and a single information system. Problem prevention and community network improvement are emphasized when all services are the responsibility of a community-centered team. Unification should be permanent and involve standing agencies. Where administrative and service unification has been achieved only through the creation of a separate case management agency, side by side with the existing statutory agencies, the separate agency does not survive the expiration of the special funding which made it possible. Unification of mental health and social service agencies does not resolve their professional conflicts.
- Co-location without unification, where tried, has not ensured coordination or even communication.
- Numerous jurisdictions have established multiagency and multijurisdictional coordinating councils. These councils incorporate a wide range of public and private service funders and providers. As councils mature, private members achieve equality with public members. Councils initiate cooperative projects of limited scope on which the members can agree; issues and problems which are systemic or on which disagreement is basic and strong are avoided. The councils' capabilities are proportionate to mutual trust and staff ability. Councils' effectiveness depends on active involvement by decision makers, managers and staff. The decision process is slow. Monitoring of results is weak.
- The social work profession promotes case management. Case management is multilevel: it requires program as well as service delivery coordination. Service delivery management must be unified in one worker. It is time consuming and requires voluntary interagency cooperation unless administration is unified or the case manager is purchasing the services. If agencies are fragmented but they purchase services from the same provider, unification of operations administration and

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services delivery may be achieved.

Coordination is different from cooperation. A coordinator must have formal authority and power over the individuals or agencies to be coordinated. (Hoshino, "The Provider-Driven Service Delivery System", 1988)

"Our region's multilevel bureaucracy does not serve us well. It encourages each agency to avoid the tough problems of planning...and finding innovative ways of working with other agencies. It is like trying to grow a beautiful, well-manicured garden with five different gardeners planting the seeds without consulting one another. Someone has to be in charge. Someone must provide direction." (Alatorre, 1988)

Several existing factors among professional social workers and client advocates hamper their acceptance of service integration despite its support by research findings and theory. Most social work practice, record-keeping and research are fragmented. Practitioners disagree on policy. Administrators and advocates have other agendas in addition to meeting client needs. Administrators pursue resource acquisition rather than effectiveness. Age-focusing by child and elder advocates reduces their mutual cooperation. Effective service demonstration projects are coolly received if they challenge customary practices.

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FIGURE A-1

STATE OF MAINE

INTERDEPARTMENTAL COUNCIL
ORGANIZATIONAL CHART
November, 1987

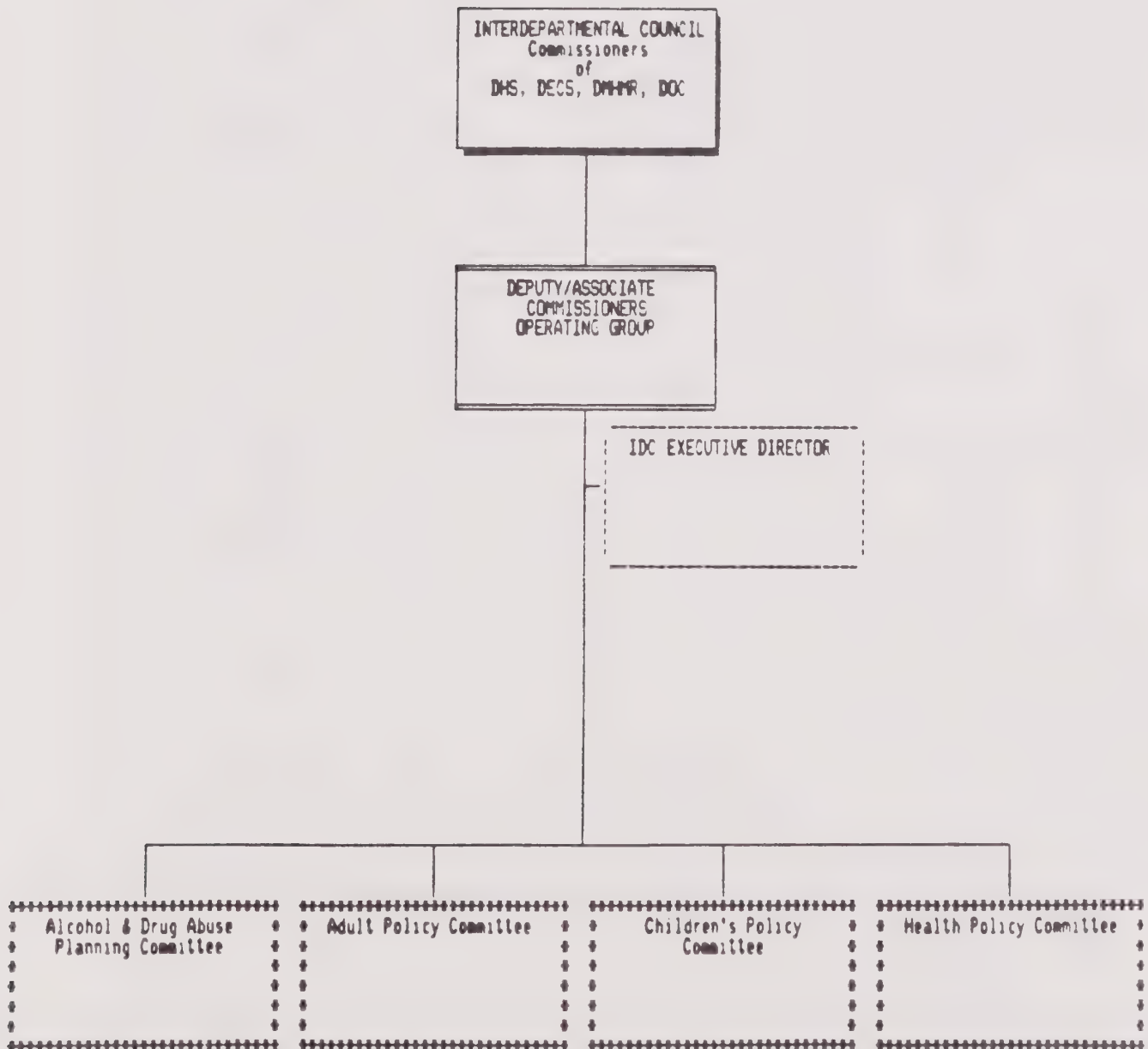
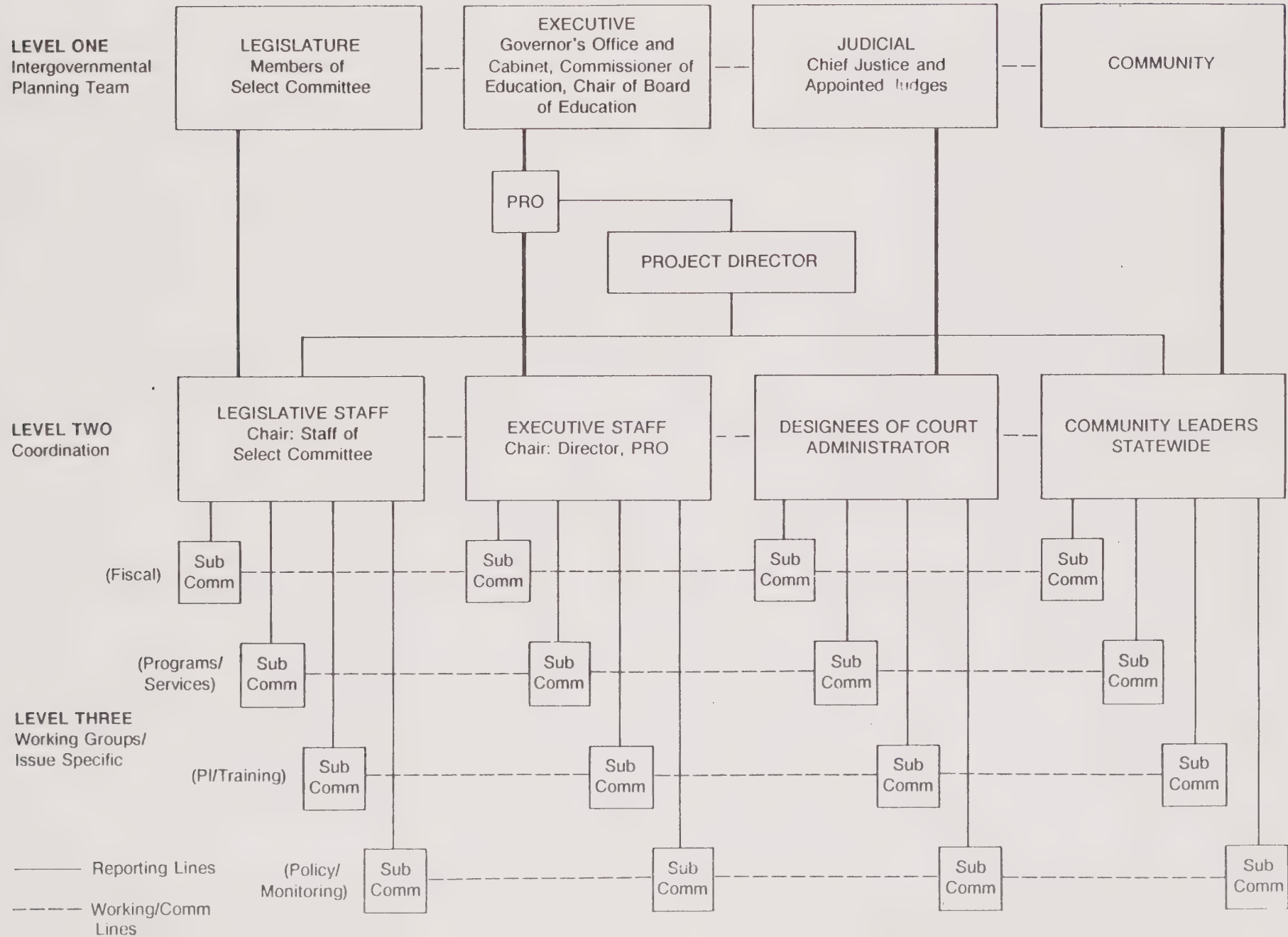


FIGURE A-2

STATE OF NEBRASKA
SYSTEMIC PLANNING FOR CHILDREN AND FAMILIES



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WORKING PAPER B

ROLES AND FUNCTIONS
OF
COUNTY GOVERNMENT

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ROLES AND FUNCTIONS OF COUNTY GOVERNMENT

Los Angeles County is only one of some 1600 governmental units operating in the Los Angeles Region (the "60 mile Circle"). Children, like other residents and visitors to the region, consume some of the services of all of the governments. Therefore, the term, "services to children" needs refinement.

County government has two major roles. It governs, and it provides services. Governance is the province of the elected officials of the County. Governance assumes that the public welfare depends on an exercise of the sovereign powers to regulate and control the activities and behavior of people in the region. Regarding children, we have laws requiring them to attend schools, establishing minimum age for the operation of vehicles, establishing minimum age for the voting franchise, establishing curfews, and limiting not only their use of substances like alcohol, but also their presence in businesses where it is served. We also have laws designed to protect children from the various forms of depravity some practice in our society, including pornography, substance abuse, prostitution, and other forms of abuse or neglect. Such functions are provided by government and generate activities which use the resources of government, but they are not services to children. The County Board of Supervisors and other local elected

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officials generate laws affecting children, in the same sense as the State does.

The provision of services, which may be produced by another unit of government or a private firm, is often not the exclusive domain of the elected County officials. They are accountable for many services to some other level of government, such as the State, which may require the County to provide a service, may or may not decide major policies affecting service provision, and may or may not fund it. Regarding children, virtually all services are available for consumption. Children, and such organizations of children as the Scouts and the various sports associations, use public facilities extensively in their programs. Some services, on the other hand, are designed and funded specifically for children. Schools, for example. The Children's Museum of the City of Los Angeles. Moreover, some professions (in and out of government) specialize in services to children. Pediatricians, for example, or Child Psychologists, or Child Development Specialists.

The organization and funding of service provision varies widely. Some services are provided by multiple jurisdictions. For example, about 35 separate police departments operate in Los Angeles County. Other services are limited to a single jurisdiction. In Los Angeles County, only the County government

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provides health services. Similarly, some services provided by government are produced by someone else. For example, many mental health services provided by the County are contracted to private clinics. Other services provided by government are funded or partially funded by someone else. For example, nearly half the costs of health care are State funded; the entire cost of certain transfer payments in the welfare system are funded by the State or Federal government (the grants to recipients of AFDC).

In this fragmented system, accountability is a serious issue. If the State government mandates a service and only partially funds it, who is accountable if the service is deficient? The State may claim that the funding is adequate, while the local government is inefficient. The local agency may claim that the State funding is inadequate for the demands and requirements of the service.

Coordination is a serious issue. When multiple agencies provide the same service (e.g., police), or a single government regulates an areawide function (e.g., Superior Court), the impact of the fragmented political system can be adverse in the absence of careful coordination or orchestration of the policies of each. Regarding children, this may be a particularly serious question.

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The actions of government affect children in numerous ways, from every level and service of each agency. The zoning practices in a city may affect children who need County protection from abuse: they may prohibit the operation of a facility in a residential neighborhood, for example. Police practices may vary depending on the community: some departments may have a strict policy of arresting and booking children for using alcohol, while others may prefer to contact parents or guardians.

The issue of who decides is particularly critical when the government touches children in an exercise of its police power. For example, the County Probation Department supervises children who have been found guilty of a crime and ordered to probation by the court. This is a function of governance - the child is more the object of an exercise of the power of the state than a consumer of some service of the County government. Nevertheless, the Probation Department still provides services to the children with whom it is charged. It houses them, feeds them, counsels them, trains them, and provides for their welfare while they are in its care. The Superintendent of Schools provides schooling to them while they reside in Probation facilities. Thus, some services causing children to consume governmental resources are for children; others are not specifically or exclusively for them, but rather are to them; still others are not

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provided exclusively for children, but rather are used by them as a matter of free choice.

Government also must recognize that the child cannot be separated from the human context in which he or she lives. That is, the child has family, relatives, or guardians, lives in a community, and interacts as a person with a number of other people. Removing the child from that human context, or modifying the human context in some way is a grave act of government that affects not just the child, but also the other people - parents, guardians, teachers, service providers, friends - with whom the child interacts.

The central issue in untangling the complexity is who decides? Who determines the policy regarding children? Who decides what services will be provided, and how? Who decides how the services will be produced? Funded? Who decides what the policy will be governing quality? Aside what is provided in the laws of the state and those of the United States, in the case of most governance and service provision decisions, multiple decision-makers will decide on what is to affect children, and what the intended effects must be.

Certain governmental services affecting children are assigned by law to the County levels of government, or are produced by County government as a matter of agreement among the

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various jurisdictions in the region. When child abuse is reported and confirmed, the County is obliged to protect the child from further harm and the sources of harm. The County is obliged, through funding of the court system, to provide for adjudication of the situation and a determination of what is best for the child. Depending on the court findings and decision, the county may be obliged to house the child, to find and finance supportive and developmental services, and so forth. For children who are accused of crimes, the law obliges the county to provide certain other services.

Regardless of the provisions of state law, virtually all County departments, in all areas, provide services which are relevant, not just to the effects of government on children, but also to the system of child abuse and neglect. All of the county departments with open facilities offer programs which can be used by children and their families as forms of child care or respite care, for example. Such services may be for children, but they are not exclusive; anyone can use them. Moreover, all county departments designed to provide such functional services as health care may have major impact on the population of children, but are not exclusively for children.

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Regardless of the provisions of state law, the intention and the effect of governance or service delivery may be to correct a pathology, or to prevent it. This is by no means a separation of mutually exclusive qualities. Many actions can have both preventive and therapeutic effects. Most government officials who accept responsibility for correcting or treating a problem initiate efforts to prevent its occurrence, because in so doing they create long-range opportunities to reduce the demands on their resources. Nevertheless, in most cases, it is possible to judge a the attributes of a service delivery system as primarily preventive or treatment.

With the current departmental structure of county government, the structure of its service system consists of three primary elements:

service departments. The Children's Services Department provides primary protective services for children; Probation provides supervision and detention; Public Social Services provides financial support to children and their families.

support departments. The CAO/Facilities Management Services Department provides space for county programs and maintains that space; the Auditor-Controller provides accounting services and payrolls; the CAO/Personnel Department supports recruitment and selection of employees. These directly affect children because they control the conditions under which children live as dependents or wards of the County.

policy departments. The CAO provides resource allocation functions and services through recommendation of service and support department budgets; the Auditor-Controller specifies the accounting practices to be used by departments; County

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Counsel interprets the law for the Board of Supervisors. These affect children less directly than they affect the operations and behavior of the departments providing services. Commissions and other groups contribute to the work of the Board of Supervisors in deliberating on the policies recommended by these departments or by service departments.

Summary

Governmental activity affecting children includes both governance and service provision. Service provision is distinct from service production and service finance. Jurisdictional fragmentation of production and finance creates major issues of accountability and coordination, both interagency within a unit of government, and interjurisdictional. Some governmental functions affecting or used by children are not specifically for the children, and the resources used are not exclusively for them. In terms of intention or effect, services may be primarily preventive or primarily corrective. In the case of service provision assigned by law to the County units of government, the structure for delivering the service includes the organization providing it and managing it, organizations supporting the provider logistically, and organizations deciding or mediating policy affecting the provider. The next section contains a list of the County service departments whose activities affect children or are for them, the services they provide, and the degree to which they meet the various conditions described in this section.

TABLE B-1

Multi-Jurisdictional System for Social and Protective Services

Function / Process	Board of Supervisors										Other County Elected Officials			City Officials			Schools	
	DCS	DC SCS	DPSS	DMH	DHS	Prk Rec	Lib	Cnty Cncl	Med Xar	Prb atn	Sheriff	District Attorney	Judiciary	Police	Attorney	Other	Local Destr	County
<u>Protect Victims</u>																		
Make Report	+	+	+	+	+	+	+		+	+	+	+	+	+		+	+	+
Receive Report / Investigate / Decide on Action	+	+	+	+						+	+			+				
Remove Person / Provide Temporary Shelter	+	+	+	+						+	+			+				
Petition Court	+			+				+		+			+					
Adjudicate													+					
Place Person	+	+	+	+						+	+			+				
Medical Care	+	+	+		+					+								
Counseling	+	+	+	+						+							+	+
Schooling	+	+	+							+								
Mental Health	+	?	+	+	+					+								
Permanent Plact	+	+																
Make Final Petition	+			+				+										
Adjudicate Final												+						
<u>Prevent / Curtail Need for Intervention</u>																		
Educate / Inform	+	+	+	?	+		+			+	+			+		+	+	+
Prepare / Train for Employment	+	+	+							+						+	+	+
Supply Information / Referral	+	+	+					+										
In-home Support	+	+	+		+													
Day Care Facilities Programs	+	+	+	+		+	+			+						+	+	+
Mental Health Treatment / Counseling	+																	
Recreation Facilities Programs		+				+	+				+	+		+		+	+	+
Other Neighborhood Facilities Programs		+									+	+		+		+	+	+
<u>Prosecute Offenders</u>																		
Investigate									+	+	+	+		+	+			
Prosecute												+			+			
Provide Witness	+	+	+	+	+	+	+		+	+	+			+		+	+	+
Adjudicate									+				+					
Take Custody										+	+							

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TABLE B-2

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>All Jurisdictions</u>	
<u>Schools</u>	Of all governments, the school districts affect the largest number of children on a day to day basis. They work with all populations of children, except for those who <u>have dropped out</u> . The County Board of Supervisors has no jurisdiction over school policy. The districts are governed by local elected boards and regulated primarily through the State Education Code. Their budgets are funded almost exclusively by the State and Federal governments.
<u>County Schools</u>	The County Superintendent is a Charter officer of County government, appointed by the Board of Supervisors. The primary function of the County Superintendent is to act as an intermediary agency between the State and the local districts. However, the County Superintendent also operates schools for children in detention (Probation) and children in protective custody (Children's Services), and disabled children who cannot be served in the local districts. The County Superintendent provides training programs and other resources to local districts. Aside from appointment, the County Board of Supervisors has limited jurisdiction over the County Superintendent. The budget of the County Superintendent is fiscally independent of the County, and the policy and operations of the Superintendent are regulated primarily by the State Education Code.
<u>City Police / Sheriff</u>	About 45 independent policing agencies provide police services in Los Angeles County. In a trip to the beach, for example, a child may travel through several police jurisdictions. Police departments provide protective services, assist child victims, provide education on substance abuse in the schools, operate numerous voluntary programs for the benefit of children and youth, and arrest children accused of crimes. The Board of Supervisors has no jurisdiction over the independent city police departments, and no direct policy jurisdiction over the Sheriff, who is an independent elected official.

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TABLE B-2 CON'T

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>All Jurisdictions (continued)</u>	
<u>City /</u> <u>County</u> <u>Fire</u>	About forty independent fire departments provide fire suppression, paramedic, and fire prevention services in Los Angeles County. Paramedics may be the first witnesses to any emergency affecting a child. Fire officials and departmental employees also sponsor numerous programs on behalf of children and youth. The Board of Supervisors appoints the County Fire Chief. The Board has no jurisdiction over the remaining independent fire departments.
<u>City /</u> <u>County</u> <u>Libraries</u>	About thirty-five cities and the unincorporated territory are in the County Library system. The remaining cities provide their own library services. Many children spend much of their time in libraries. Many authorities believe that libraries are second only to schools in the breadth and extent of their contact with children. The Board of Supervisor's jurisdiction over library programs is limited to those in the county system.
<u>City /</u> <u>County</u> <u>Parks /</u> <u>Recreation</u>	The unincorporated territory and a few cities are in the County system of Parks and Recreation. Because large numbers of children are without supervision during parts of the day, the parks are becoming significant factors in the children's services system by providing facilities for them. Some parks have a specific after school care program for children. Some parents send their children to such places in lieu of child care facilities. The Board of Supervisors appoints the County Director of Parks and Recreation but has no jurisdiction over the other elements of the park system.
<u>The County Departments</u>	
<u>Superior</u> <u>Court</u>	The Superior Court decides whether to initiate court supervision, to place a child, and to terminate either supervision or parental rights, decides cases where the person accused of a crime is a child, decides adoptions and custody disputes, decides cases in which children may be victims or witnesses, and provides volunteer guardians <u>ad litem</u> to represent the child's views in court proceedings. The Board of Supervisors has no jurisdiction over the Superior Court.

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TABLE B-2 CON'T

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>County Departments (continued)</u>	
<u>Municipal Courts</u>	Twenty-six municipal court districts try cases of child neglect and abuse or domestic violence within their districts and adjudicate juvenile traffic cases. The Board of Supervisors has no jurisdiction over the Municipal Courts.
<u>District Attorney</u>	The District Attorney selects felony child neglect and abuse and domestic violence cases for prosecution and prosecutes them, and enforces the Court's child support orders. The District Attorney also sponsors a number of delinquency prevention and diversion programs. The Board of Supervisors has no jurisdiction over policy, but sets the budget.
<u>Medical Examiner / Coroner</u>	The Chief Medical Examiner investigates cases of unexpected or unexplained death of persons who are not under the supervisions of a physician. At present, about 30% of the Coroner's cases are children, many the victims of parental drug use or the lack of proper prenatal care.
<u>Children's Services</u>	The Department of Children's Services receives reports of suspected child abuse and neglect from public and private agencies and from individuals, decides whether to remove the child from home, requests Superior Court concurrence with a removal, obtains medical or psychological care for the child as needed, places the child outside the home if warranted, and arranges adoption or legal guardianship when necessary and possible. It operates MacLaren Children's Center, a shelter for children who cannot be placed elsewhere and for children awaiting placement. The Board of Supervisors appoints the Director of Children's Services and establishes the department's budget.
<u>Probation</u>	The Probation Department detains children accused or convicted of a crime, supervises children under court order, places some in department-operated juvenile halls and camps, others in foster family homes, group homes and institutions. The Board of Supervisors appoints the Chief Probation Officer and sets the budget.

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TABLE B-2 CON'T

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>County Departments</u> (continued)	
<u>Health Services</u>	The Department of Health Services provides medical care to medically indigent children and families, on-site medical care to juveniles in the MacLaren Children's Center and in the Probation Department's juvenile halls and camps, medical and psychological treatment to abusers of drugs and alcohol and provides private medical professionals with information and training on the recognition and reporting of child abuse and neglect. For all children, it enforces laws designed to protect children in the schools from communicable diseases, operates disease prevention programs, perinatal care programs, makes ethical decisions affecting the survival probability for children who are born with disabling or life-threatening conditions, and for children who are the victims of accidents, disease, and abuse, and establishes standards for the actions of public and private hospitals receiving emergencies in which children are involved. The Board of Supervisors appoints the Director of Health Services.
<u>Mental Health</u>	The Department of Mental Health provides assessment and treatment, including counselling and medication, to adults and children who suffer from emotional or mental illness, including children who are dependents or wards of the County, seeks court orders for commitment, makes hospital placements or provides the conservatorship, provides on-site mental health assessments and treatment for children admitted to the MacLaren Children's Center, staffs an intensive mental health treatment program for juvenile delinquents, and provides consultation and training to other agencies which deal with abused and neglected children. The Board of Supervisors appoints the Director of Mental Health and sets the budget.

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TABLE B-2 CON'T

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>County Departments</u> (continued)	
<u>Public Social Services</u>	DPSS comes in contact with many families with children when determining and reviewing eligibility for financial assistance and when responding to reports of elder abuse. About half of the child protective service cases opened by the Department of Children's Services are among families who receive public assistance. In some cases, abuse impacts multiple generations. The department funds INFOLINE, the area's primary central telephone information bank concerning social services and other resources of all kinds, and provides social services, including in-home supportive services for the disabled or elderly, protective services for adults, sheltered workshops, refugee schooling, and the GAIN vocational training and counseling program for AFDC recipients. The department purchases direct services to children in the form of day care for parents in the GAIN program. The Board of Supervisors appoints the Director of Public Social Services.
<u>County Counsel</u>	As attorney for the Board of Supervisors, County Counsel represents the Department of Children's Services in Superior Court hearings of its recommendations, and provides advice to the Department on legal matters for which it needs an interpretation. The Board of Supervisors appoints County Counsel.
<u>Community and Senior Citizens Services</u>	The Department of Community and Senior Citizens Services funds city governments and private agencies which provide job training, employment assistance, housing assistance, emergency food and shelter, and truancy counselling. The department administers a domestic violence program which provides shelter, counselling, arrangements for schooling, and liaison with law enforcement for children and parents who are victims of domestic violence, operates programs for homeless families with children, administers the Job Training and Partnership Act, operates community service centers which children use and which provide a place for various public and community organizations to operate, supports the agricultural extension of U.C.L.A., (4-H Clubs).

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TABLE B-2 CON'T

Functions of Governmental Agencies Affecting Children

<u>Agency</u>	<u>Functions</u>
<u>County Departments</u> (continued)	
<u>Community Development Commission</u>	The Commission administers grants and loans for physical development, social services, and financial assistance to attract businesses, create jobs, rehabilitate or construct housing (e.g., a shelter for homeless women with children), train the unemployed and generate other improvements in low-income communities.
<u>Museums</u>	The Museums, the Music and Performing Arts Commission, the Arboreta and Botanic Gardens, and the Department of Beaches and Harbors provide cultural, educational, or recreational opportunities which children use, more or less on the basis of their free choice or that of their parents or guardians.

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TABLE B-3

LOS ANGELES COUNTY MINORS
DEMOGRAPHIC DATA

CATEGORY	YEAR	NUMBER (000's)	% OF TOTAL
Total minors in L.A. County	1980	2031	100%
Minors below the poverty level	1980	388	19%
Minors 101-200% of poverty level*	1980	776	38%
Total of above		1164	57%
Minors covered by private health insurance*	1983	1564	77%
Minors certified eligible for Medi-Cal	1983	476	23%
Minors under 5 needing day care*	1981	215	11%
Minors age 5-14 needing day care*	1981	290	14%
Total of above		505	25%
Total licensed day care spaces	1981	81	N/A
Shortfall		424	N/A
Minors living with relatives not parents	1980	159	8%
Minors living with non-relatives	1980	39	2%
Minors living in institutions	1980	6	under 1%
Minors living in other non-parent settings	1980	3	under 1%
Total of above		207	10%
Handicapped students	1981	93	5%
H.S. dropouts per grad. class (L.A. Unified)**	1983	49 (42% of class)	
Minors needing mental health treatment*	1978	100-200	5-10%
Number of court-protected minors total	1984	23	1%
Number of court-protected minors out of home	1984	15	under 1%
Number of minors arrested -- felonies	1982	33	2%
-- misdemeanors	1982	29	1%
-- status offenses	1982	4	under 1%
Total of above		66	3%
Preschool immunizations not completed	1982	16	1%
Infant mortalities per thousand	1960	23.8***	N/A
Infant mortalities per thousand	1982	10.5***	N/A

* Estimated.

** Not County-wide data.

*** Not thousands.

SOURCE: "Profile of the Children of Los Angeles County",
The Los Angeles Roundtable for Children, May 1984.

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TABLE B-4
CHILD ABUSE AND NEGLECT IN LOS ANGELES COUNTY

KEY STATISTICS

REPORTS TO STATEWIDE CHILD ABUSE INDEX (CALENDAR 1986):	
by city police departments	5306
by Sheriff's Department	1679
by Children's Services	6756
by Probation Department	1
TOTAL	13742
percent of Statewide total	24%
CHILD PROTECTIVE SERVICES INTAKE (CALENDAR 1986):	
allegation of physical abuse	32460
general neglect	27355
sexual abuse	17421
severe neglect	14378
caretaker absence/incapacity	7665
emotional abuse	3224
exploitation	613
TOTAL	103116
DEPENDENCY COURT HEARINGS (FISCAL 1985-86):	
petitions filed	16118
uncontested reviews	37907
contested reviews	2036
TOTAL	56061
children served by guardian ad litem	525
actual judicial manpower	15
ADOPTION INTAKE (FISCAL 1985-86):	
self-referrals from community	245
worker referrals of court dependents	1512
TOTAL	1757
MENTAL HEALTH SERVICES TO ABUSE CASES (1ST HALF 1986):	
adults served individually	156
children served individually	877
adult(s) and child(ren) served together	56
TOTAL	1089
estimate for 12 months	2178
CHILD ABUSE INVESTIGATIONS BY LAW ENFORCEMENT (CALENDAR 1986):	
by Los Angeles County Sheriff	2068
by Los Angeles Police Department	4786
CHILD ABUSE PROSECUTIONS (CALENDAR 1986):	
by Los Angeles County District Attorney	167
by Los Angeles City Attorney	136
CHILD DEATHS REPORTED BY CORONER (CALENDAR 1986):	
total child deaths	703
"suspicious" child deaths	203

SOURCE: "ICAN Data / Information Sharing System
Report to Policy Committee, 1987"

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TABLE B-5
CHILDREN'S SERVICES IN LOS ANGELES COUNTY
CHARACTERISTICS OF PROGRAMS

DEPARTMENT	Directed to Children	Also Affects Children	Usable by Children	Exclusive	Mandatory	Subvented	Protective	Preventive	Corrective
Beaches & Harbors			X					X	
Chief Medical Examiner-Coroner		X			X	X	X		
Children's Services	X			X	X	X	X	X	X
Commun. & Sr. Citizen's Svcs.	X	X				X		X	
Community Devel. Commission	X	X				X		X	
County Counsel	X				X	X	X		
District Attorney		X			X	X			X
Education, Office of	X			X	X	X	X		
Forester & Fire Warden		X			X	X	X	X	
Health Services	X		X		X	X	X	X	
Mental Health	X		X		X	X	X	X	X
Municipal Courts		X			X	X			X
Museum of Art	X		X					X	
Museum of Natural History	X		X					X	
Music & Perform. Arts Comm.	X		X					X	
Parks & Recreation	X		X					X	
Probation	X	X			X	X			X
Public Defender		X	X		X	X			
Public Library	X		X					X	
Public Social Services	X	X			X	X		X	
Sheriff	X	X			X	X	X		X
Superior Court	X	X			X	X	X		X

WORKING PAPER C

THE COUNTY'S RESPONSIBILITIES
TO CHILDREN

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THE COUNTY'S RESPONSIBILITIES TO CHILDREN

Introduction

Services to children have changed significantly in the past hundred years. Initially, extended families and long-term neighbors provided day, respite and foster care for children, and social control of the behavior of parents. Standards were different - physical discipline was accepted, even when severe, and sexual molestation was denied. Government provided a "poor house" for indigents. Rarely did it have to find an adoptive or foster family for a minor.

As the old social supports crumbled, government assumed a larger portion of the burden. It provided financial aid to widows and orphans, although non-profit agencies and religious groups usually operated the orphanages. The welfare departments which aided broken families, or the probation departments which detained juvenile delinquents, established units to remove abused and molested children from their homes and place them elsewhere. As the reports of abused and neglected children increased, government operated shelters and paid foster parents. Private non-profit or profit making agencies increased in number or grew in size, constructing institutions to meet the demand to house children who had been removed from their

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homes. The number of children in foster care increased steadily. In response to concerns that social workers were placing children unnecessarily, the Federal government in 1973 made its financial participation dependent on court order of the placement. The court caseload grew astronomically. To reduce the demand and the expense, the State of California in 1978 legislated SB14, which required termination of either agency supervision or parental rights within a maximum of 24 months. Caseload has continued to increase.

Child protection agencies in the 1970's conducted campaigns to increase public awareness. Child abuse reports increased significantly. The number of children in foster care grew, but the increase in the number of working women made recruitment and retention of foster homes more difficult. Professionals recognized that intervention was not enough; growth in caseload was potentially enormous, and the ability to meet it was uncertain. Meanwhile, researchers identified a wide variety of social problems, from family breakup to drug abuse, which contributed to the high incidence of child abuse and neglect. Prevention of child abuse became a new field for professional endeavor and citizen involvement. Advocates again began to lobby for expansion of government's resources and role in providing services to children and families. The public and professional consensus on this role is in transition.

Members of the public bureaucracies, and associations of citizens and professionals, are not in agreement on the components of the government's role nor on priorities. Some of the conflicts which have surfaced are the result of these fundamen

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tal differences in perspective. Although they have not necessarily been clearly recognized, they do influence behavior and judgments on specific issues. They also inhibit rational and constructive communication because the realization, however vague and ill-defined, that beliefs differ creates mistrust. As long as the underlying issues are not openly debated and rationally discussed, the danger is that the County and other levels of government will drift in directions which they do not recognize and from which they may have to recover, perhaps with political and economic pain, when unplanned results are experienced. We have identified a number of those issues which are relevant to the County's commitments in providing services to children, and we describe them in this section.

The key issues which we have identified are:

- appropriate role of government, in terms of problems which government is responsible to resolve and appropriate means;
- relationship of child abuse and governmental protective roles to social trends, technological developments, and public health agendas;
- relative emphasis on the interests of the child as an individual and on the family unit, including the parents;
- effectiveness of different protective strategies;
- role of the court system in protecting children;
- generalist vs. specialist workers, the roles of different professions, professional identity and the need for interdisciplinary approaches and program coordination;
- the role of professional unions and associations, and the trade-offs between caseload and compensation.

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Appropriate role of government.

Should government be responsible for the total well-being of children or simply for their protection from harm by others, including their parents? What is the government's responsibility for runaways, dropouts, and latchkey minors? And should government protect all runaways, including those who don't want protection? If so, by what means, when they cannot be forcibly detained for any length of time? To what extent does prevention of abuse and neglect move into the realm of providing overall well-being? What ill or lack of service in society is there that does not contribute to child abuse and neglect in some way? If governmental responsibility embraces a child's well-being as well as protection, is government setting a precedent that it is responsible for an adult's as well as a child's well-being? How much well-being: total personal development - intellectual, moral, physical, emotional, sexual, artistic, cultural, etc., etc.? In other words, what are the boundaries of the government's responsibilities? What means are proper to its exercise? Should government provide all of the material and social services to ensure the well-being of those who do not or cannot adequately meet a certain standard on their own? If not provide it, should government enforce it or merely encourage it? Should government eliminate disapproved alternative behavioral choices by applying disincentives (such as criminalizing them) or by incentives alone? What is financially feasible for government to undertake? Is government the "everything" of last

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resort? Will the County, by intervening to support an activity (e.g., child care), ensure that the activity will always depend on the County for some of its funding? Is a specific government department responsible for advocacy with public and private organizations on behalf of children? If not, is anyone in government?

Relationship of child abuse and governmental protective roles to social trends, technological developments, and public health agendas.

Relative emphasis on the interests of the child as an individual and on the family unit, including the parents.

Existing legislation emphasizes family reunification in preference to long-term or permanent separation of the minor from the family. Its application in specific cases is dependent on the values and perceptions of the social worker and of the judicial officer. Is the legislative emphasis appropriately applied? To the extent that it permits discretion at the local level, should policy tilt toward supporting parental authority and control or toward protecting the individual minor? What are the trade-offs between society's interest in strong families and

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its interest in child protection? What should their resolution be? How should the parent's civil liability for the damages caused by a child's behavior affect the government's policy in regulating the parent's ability to control the child, and vice-versa? Historically, minors have been considered to possess fewer legal rights than adults. How should this be factored into the balance of parental and child rights? To what extent should a child's right to protection from harm by his parents differ from his right to protection from harm by others? Effectiveness of different child protective strategies.

Would a redirection of resources from supervision to prevention be cost-effective in reducing the child protection caseload? To what level of prevention - society-wide, targeted to high-risk groups, targeted to those who have requested help in times of stress, targeted to those who have abused in the past? Or should the amounts currently spent on prevention be redirected to intervention and treatment? Under which circumstances is it more cost-effective to provide supervision and in-home services to the family than to remove a child from an abusing or neglectful home? Is it feasible to redirect current resources from placement supervision to in-home services? Should the abusing adult be removed rather than the child? Should policy prefer to place a child in a foster family home with counselling provided by the worker or other professionals, in a small group home which presumably combines the family home atmosphere with professional treatment, or in an institution with a highly therapeutic program? Should the helping professions focus on individ-

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ual counselling, on forming and guiding mutual support groups, on improving the support mechanisms within client communities, or on a combination of these strategies? If the latter, what are the criteria and the priorities? Are meaningful work and human relations important factors in mental health and socially acceptable behavior? If so, what can the County do about them?

Role of the court system in protecting children.

Should local discretion be exercised by the executive or judicial branch? How much discretion should management delegate to its workers? Should the judicial branch review all social work decisions or just those which are disputed by parents or minors? Should the review be limited to specific statutory requirements and procedural safeguards, or should it include the judge's assessment of the best course of action for the child and family? What is the appropriate judicial posture when the statutory time limit has been reached yet the worker has failed to arrange the treatment which the abusing parent supposedly needs to permit return of the minor?

Generalist vs. specialist workers, the roles of different professions, professional identity and the need for interdisciplinary approaches and program coordination.

Should different workers perform different functions in managing a case, e.g., intervention, investigation, family reunification, non-adoptive permanent placement and adoptive permanent placement? Or should the client interact with the same worker from beginning to end? Social workers are trained to assess and counsel; they spend their time not only making assess-

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ments but also writing reports and arranging for care or treatment by others. Should they be treatment workers or case managers? Should the child receive counselling and therapy from the same person who manages his/her case? If so, should the assignment of case management govern the assignment of treatment responsibility, or vice-versa? What were the effects of separating eligibility and social services, and what are the implications for current practice? Should social workers, police officers, and prosecutors' investigators all be investigating the same case? Should alcohol and drug-busing parents receive therapy from mental health workers or from medical programs? Are there clear distinctions between the roles of the different professions? If each has a special contribution to make to a total effect, how can their program designs and actual practice be coordinated? How can efforts to improve neighborhoods and strengthen communities be targeted to help the individuals and families most in need? To what extent and how should government mobilize volunteer and community self-help resources to supplement or substitute for hired professionals?

The role of professional unions and associations, and the trade-offs between caseload and compensation.

Professional unions have at various times lobbied or negotiated for changes in work rules, especially in caseloads, as well as for increases in compensation for their members. Most social service programs have capped appropriations, however, so there is a trade-off between increase in compensation and decrease in caseload. Should the County negotiate with unions on caseloads

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as well as on compensation? Should workers be brought into the planning and problem solving processes? Should they be included in Board advisory or interdepartmental coordination committees? If so, should it be through management-created committees, through their unions, or through professional associations?

In order to deal rationally with any of the above issues and avoid repeating the mistakes of other times and places, it is necessary to determine how other jurisdictions and societies have dealt with the same questions, and what the results have been.

These are the kinds of major policy issues which Board advisory groups should tackle.

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COUNTY AGENCIES' ROLES IN PREVENTION AND TREATMENT

Services Available to and Used by Children, Non-Mandatory, Locally Funded, Non-Protective, Non-Exclusive, Preventive

The Public Library, Museum of Art, Museum of Natural History, Music and Performing Arts Commission, Department of Parks and Recreation, and Department of Beaches and Harbors provide cultural, educational, or recreational opportunities which children use, more or less on the basis of their free choice or that of their parents or guardians. To the extent that employees interact with or at least observe children, child abuse and neglect by family members may be suspected and reported, and the children may be safe from assault by non-family adults or older children. Similarly, criminal or delinquent behavior can be observed and reported for intervention by law enforcement officials.

Some County parks have a specific after school care program for children of elementary age and operate day camps during school breaks. Many parents send their children to such places in lieu of child care facilities. In addition to providing collections of resources for children to use, the Public Library promotes awareness of and offers literature on child abuse and neglect. The Library also offers special programs in reading designed for school age and preschool children. It is therefore a resource for latchkey children and for respite care for parents.

In addition to their facilities and exhibits, the Museums operate educational programs for children, including in some cases preschool children, in basic science and the arts.

In addition to subsidizing educational performances for children, the Music and Performing Arts Commission subsidizes youth orchestras and youth programs.

Directly For Children, Non-Mandatory, Mixed Funding, Protective, Non-Exclusive, Preventive

The Department of Community and Senior Citizens Services operates community service centers which children use for group (e.g., Scout) meetings and other activities. These centers were established in the early 1970's, when policy makers at several levels of government recognized the need to coordinate services in order to achieve impact. Although

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the Board of Supervisors created the centers, and various County, State and Federal agencies outstationed intake workers in them, the agencies retained separate systems and office locations. The attempt at a one-stop service system failed. The centers now provide a place for various public and community organizations to operate, but intake and services are not unified.

The Farm Advisor (the agricultural extension of U.C.L.A.), which is logistically supported by this department, guides the 4-H Clubs. The service centers and 4-H clubs serve child abuse prevention and detection purposes similar to the cultural facilities - observation and reporting as well as child care and respite care.

In addition, the department contracts with city government or private agencies to provide a wide variety of supportive services to individuals and families and to enrich the social environment of low-income communities. The services, usually funded by the State or Federal governments, include job training, employment assistance, housing assistance, emergency food and shelter, and truancy counselling. These programs contribute to the reduction of those conditions which lead to child abuse and neglect or to juvenile delinquency.

The department administers a domestic violence program which provides shelter, counselling, arrangements for schooling, and liaison with law enforcement for children and parents who are victims of abuse or neglect. The department also operates programs for homeless people, including homeless families with children.

The department administers the Job Training and Partnership Act funds for the county and a number of cities in partnership with the County. Some of the funds are used for technical skill training and placement for children who are wards of the county, particularly those supervised by Probation. Others are used for adults who may be at risk of becoming abusive because of their economic situations.

Similarly, the Community Development Commission administers grants and loans for physical development, social services, and financial assistance to attract businesses, create jobs, rehabilitate or construct housing (e.g., a shelter for homeless women with children), train the unemployed and generate other improvements in low-income communities.

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Directly For Children, Mandatory, Mixed Funding, Protective, Exclusive,¹ Corrective

The Department of Children's Services receives reports of suspected child abuse and neglect from public and private agencies and from individuals. The department cross-reports to the Sheriff or city police department. The department decides whether to remove the child from his or her home. It requests Superior Court concurrence with a removal. It obtains medical or psychological care for the child as needed. It investigates the situation and may recommend ongoing court supervision. If the latter is recommended and is approved by the court, the department provides counselling to the children and parents or refers them to other service providers such as the Department of Mental Health, community agencies, or individual professionals. It places the child outside the home if warranted and if approved by the court. Within 24 months it must review the case and recommend that the court terminate either departmental supervision or parental rights. If the latter, the department arranges adoption or legal guardianship when possible.

The department recruits, evaluates and pays the homes in which it places children, including adoptive homes; it administers the State's licensing program for foster family homes. It operates MacLaren Children's Center, a shelter for children who cannot be placed elsewhere and for children awaiting placement. It determines the eligibility of placed children for Federal and State contributions to their foster care costs and medical expenses. The department also investigates allegations of child abuse or neglect by paid caretakers such as foster parents and institutions. If the allegations are substantiated, the department removes placed children, stops further referrals, and may initiate action to revoke a facility's license.

The Office of Education (County Superintendent of Schools) provides public school districts and private schools throughout the County with information and training

¹These services are not strictly exclusive, since the work is intended to affect the families, including adults.

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on the recognition and reporting of child abuse and neglect. It also operates on-site schools at major child care institutions such as the County's shelter for abused children (MacLaren Children's Center of the Department of Children's Services), in large privately operated group homes in which that department places some of the victimized children, and in Probation facilities. In these settings its employees may report suspected child abuse by institutional staff.

Local School District employees are obliged by law to report any cases of suspected abuse or neglect to the Department of Children's Services and the local police department. The Districts must establish regulations providing for such reporting and for appropriate training for their staffs.

Affecting Children, Mandatory, Mixed Funding, Non-Protective, Non-Exclusive, Corrective

Most individuals and agencies report suspected child abuse and neglect to local Police Departments. The law requires dual response, so the police are required to notify the Department of Children's Services. The police are generally the first to contact the child in a new case of abuse or neglect. In unincorporated areas and contract cities, the Sheriff receives such reports and is usually on the scene before the Department of Children's Services. The Sheriff decides whether to arrest the accused on the spot, investigates the case as needed, and recommends for or against prosecution. If the crime is a misdemeanor, the Sheriff recommends prosecution to the City Attorney in those cities with a prosecuting attorney; otherwise, he recommends it to the District Attorney. Police officers must testify in court if the city or county decides to prosecute.

Police agencies also work with children who are not necessarily victims of abuse or neglect at the time of police contact, but who are good candidates. They contact any child who is vagrant or runaway, violating a curfew, in poor physical or mental condition, suspected of using drugs or alcohol, suspected of a crime, or the victim of a crime. Research has shown that the population of children in these groups overlaps significantly with the population of children who are victims of abuse and neglect. Moreover, significant sectors of the population of adult criminals were the victims of abuse or neglect as children. Therefore, it is likely that the long range consequence of abuse and neglect which is not effectively corrected is increased demands on the criminal justice system. Finally, since the population of some young people is mobile, they may come in contact

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with a number of different police organizations at different times.

Police agencies and the Sheriff, and their employees organize and run a variety of programs for children and youth, designed to provide healthful activities for them, to educate them about the law and law enforcement, and to provide a resource for the community. Although such programs are primarily oriented to delinquency prevention, they also assist in prevention and detection of child abuse and neglect.

Police agencies and the Sheriff finance and operate a variety of programs for children in the schools and at a community level. They may use their broadcast channels in cable systems for children-directed programs, for parent education, and for programs directed at abuse and neglect. They work in the classrooms to provide education on drug abuse and instruction on methods to avoid it. These kinds of programs are preventive in their intent, since by reducing drug dependence, for example, they also reduce the rate of drug dependent births and the rate of drug-related abuse cases.

The Forester and Fire Warden provides paramedic services within unincorporated areas and within cities which belong to the Consolidated Fire District. Firemen and paramedics report injuries and suspected arson which appear to be caused by child abuse and neglect or by a child's behavior. Paramedics may be the first witnesses to the harm done to a child by abuse or neglect, and may remove the child to a safe medical facility.

The department also sponsors junior firefighter training and experience for youth, which may prevent or detect abuse and neglect.

The Probation Department monitors adults who are convicted of felony or misdemeanor child abuse or neglect and are placed on probation by the Superior or Municipal Court. It also visits their children. The department has specially trained units with below-average caseloads for this purpose. The department also monitors juvenile delinquents who are on probation. Many of them have previously experienced child abuse or neglect and thus are at risk of becoming abusing parents themselves. Some are placed in department-operated juvenile halls and camps, others in foster family homes, group homes and institutions. The Probation Department recruits its own foster homes, which the Department of Children's Services licenses. The two departments use many of the same group homes and institutions, including those which contain a mental health component and are partially funded by the Department of Mental

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Health. One of Probation's juvenile halls features a strong mental health component, staffed by the Department of Mental Health.

Directly for Children, Mandatory, Mixed Funding, Non-Protective, Non-Exclusive, Corrective

The Department of Health Services, through its hospitals and medical clinics, provides inpatient and outpatient medical care, including emergency care, to large numbers of individuals and families, primarily those whose low incomes and insurance, if any, are inadequate to pay for the needed care. Although the law obliges all medical practitioners to report cases of suspected abuse and neglect, the reality is that most of the reports by medical personnel of suspected child abuse and neglect originate with this department's staff. The department provides private medical professionals with information and training on the recognition and reporting of child abuse and neglect. It also provides on-site medical care to juveniles in the MacLaren Children's Center and in the Probation Department's juvenile halls and camps. The Department professionals decide on the need for, level, and type of care which will be required by children in the care of the Children's Services and Probation Departments. The standards for such decisions are adopted and promulgated by medical professionals. In addition, through contract agencies, it provides medical and psychological treatment to abusers of drugs and alcohol; such abuse is often related to child abuse or neglect.

The Department of Health Services performs a number of community functions which are significant for all children. It enforces laws designed to protect children in the schools from communicable diseases. It operates disease prevention programs for diseases which victimize children more than others. It operates perinatal care programs designed to prevent or reduce the impact of poor nutritional practices, poor hygiene, and drug usage on fetal and infant development - presently one of the primary sources of children who are harmed by their parents. It manages programs to support the issues surrounding teenage pregnancy and may assist in the births resulting from such pregnancy. It makes ethical decisions affecting the survival probability for children who are born with disabling or life-threatening conditions, and for children who are the victims of accidents, disease, and abuse. It examines children who are suspected victims of abuse for the nature of the abuse, and provides court testimony where necessary. It establishes standards for the actions of public and private hospitals receiving emergencies in which children are involved.

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The Department of Mental Health provides assessment and treatment, including counselling and medication, to adults and children who suffer from emotional or mental illness, including children who are dependents or wards of the County. Services are delivered by departmental staff and by contractors. Suspected child abuse and neglect are reported. If a person needs commitment to a mental hospital or conservatorship, the department seeks the necessary court order and makes the hospital placement or provides the conservatorship (through its Public Guardian function, which was recently consolidated with this department). The Department of Mental Health provides on-site mental health assessments and treatment for children admitted to the MacLaren Children's Center. It staffs an intensive mental health treatment program for juvenile delinquents at the Probation Department's Dorothy F. Kirby Center. The Department also provides consultation and training to other agencies which deal with abused and neglected children.

Affecting Children, Mandatory, Mixed Funding, Non-Protective, Non-Exclusive, Non-Corrective

The Department of Public Social Services comes in contact with many families when determining and reviewing eligibility for financial assistance and when responding to reports of elder abuse. It reports suspected child abuse and neglect. About half of the child protective service cases opened by the Department of Children's Services are among families who receive public assistance, although many are reported by agencies other than the Department of Public Social Services. In some cases, abuse impacts multiple generations, i.e., children as well as seniors. A few disabled children receive In Home Supportive Services (i.e., care by an attendant) which DPSS evaluates, authorizes and arranges. The department also funds INFOLINE, the area's primary central telephone information bank concerning social services and other resources of all kinds.

The Department provides social services, including in-home supportive services for the disabled or elderly, protective services for adults, such employment services as sheltered workshops for those on relief, refugee instruction in English as a second language and how to look for work, and the GAIN vocational training and counseling program for AFDC recipients. The department purchases direct services to children in the form of day care for parents in the GAIN program.

The Chief Medical Examiner - Coroner investigates cases of death resulting from suspected abuse or neglect, and reports the results of his investigation to the District Attorney.

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The District Attorney prosecutes a felony child abuse or neglect case, if he decides it is prosecutable. In lieu of prosecution, he may warn the accused against further such behavior and demand corrective counselling.

The District Attorney also sponsors youth programs which are primarily oriented to delinquency prevention but may assist in prevention and detection of child abuse and neglect.

The District Attorney manages the Child Support Collection System to enforce court orders requiring parents to provide child support payments to the parent with custody, and has the power to prosecute those who do not pay. Part of the payments recovered in this way are used to reduce the cost of welfare payments to the parent with custody. This program has an effect on child abuse and neglect; abuse and neglect is more prevalent in situations where the parent suffers from financial hardship.

The District Attorney prosecutes defendants whose cases are referred to Mental Health Court (Dept. 95). Such cases may affect children.

The Treasurer - Tax Collector is the Court Trustee for funds recovered by the District Attorney's prosecution of child support payments. The trustee holds and invests funds while action to dispose of them is pending.

The Public Defender may represent an indigent defendant in a misdemeanor or felony criminal prosecution, including juvenile delinquents and adults charged with child abuse or neglect. The Public Defender also defends indigents in Mental Health Court.

The County Counsel represents the Department of Children's Services in Superior Court hearings of its recommendations when they are before Dependency Court.

The Superior Court manages three departments with significant direct effects on children - the Dependency Section of Juvenile Court, the Delinquency Section of the Juvenile Court, and the Family Court. Two other departments affect children indirectly, by adjudicating the cases of those accused of the harm to them.

The Dependency Section of the Juvenile Court rules upon recommendations by the Department of Children's Services to initiate court supervision, to place a child, to continue court supervision, and to terminate either court supervision or parental rights. In lieu of placing a child, the court occasionally orders the perpetrator to stay out of the fami-

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ly home. The Child Advocates Office of the Juvenile Court provides volunteer guardians ad litem to represent the child's views during proceedings in Dependency Court.

The Delinquency Section of Juvenile Court decides on the disposition of cases where a child is accused of a crime, based on the recommendations of public officials who have been in contact with the child, including Probation officials. In some instances, the court may refer the case to the Dependency Court.

The Family Court rules upon the Department of Children's Services' recommendations to approve adoptions. This Court also adjudicates custody disputes in case of divorce or other custody suits. In custody cases involving child abuse, the Family Court may refer the case to Dependency Court for custody decisions.

The Criminal Court conducts trials of felony prosecutions for child abuse and neglect. The Mental Health Court determines whether any persons, including child abuse perpetrators and victims, shall be committed to mental institutions or subjected to conservatorship.

The Municipal Courts conduct trials of misdemeanor prosecutions for child abuse and neglect within their respective districts. The Municipal Courts also adjudicate most traffic cases of juveniles.

Support Departments

Facilities Management (directed by the CAO)

Personnel (consolidated with the CAO)

Auditor-Controller

Policy Departments

Per CAO policy, the Department of Children's Services must use the Department of Mental Health to serve perpetrators and victims of child abuse and neglect who need mental health services. The two departments jointly recruit and fund group homes and institutions for abused and neglected children who need intensive therapy and supervision.

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TABLE C-1

COUNTY DEPARTMENTS AND
CHILD SUB-POPULATIONS SERVED

	<u>Under Court</u> Dependent	<u>Authority</u> Delinquent	Run- aways	Poor	Unsuper- vised	Other Users
DCS	X		X		X	
Prob.		X	X		X	
DMH	X	X				X
DHS	X	X				X
DPSS				X		
DCSCS		X	X	X	X	X
Sheriff	X	X	X		X	X
D.A.	X	X				X
Defender		X				
Counsel	X					

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TABLE C-2

COUNTY OF LOS ANGELES

FISCAL YEAR 1984-85

AMOUNTS BUDGETED FOR CHILDREN'S SERVICES AND CARE

<u>SERVICE AREAS</u>	<u>DOLLARS</u>	<u>% OF TOTAL CHILDREN'S BUDGET</u>
Children's Income Support Programs	\$ 1,478,188,526	75.54%
Child and Adolescent Health Services	185,250,756	9.47%
Juvenile Justice System Services	131,386,176	6.71%
Children's Protective Services	117,222,572	5.99%
Children's Mental Health Services	26,772,884	1.37%
Children's Recreation and Cultural Programs	17,253,846	.88%
Child Day Care	671,485	.03%
TOTAL	\$ 1,956,746,245	100.00%

CHILDREN'S BUDGET AS PERCENT OF TOTAL COUNTY BUDGET

Total Consolidated County Budget	\$ 6,049,542,759	100.00%
Budget for Children's Services and Care	\$ 1,956,746,245	32.35%

Source: "The Children's Budget of Los Angeles County Government",
The Los Angeles Roundtable for Children, May 1986.

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TABLE C-3

CHILDREN'S SERVICES AND CARE

FUNDING SOURCES

<u>SOURCE</u>	<u>CHILDREN'S BUDGET</u>		<u>TOTAL COUNTY BUDGET</u>	
	<u>AMOUNT</u>	<u>PERCENT</u>	<u>AMOUNT</u>	<u>PERCENT</u>
State	\$ 813,613,575	41.58%	\$ 1,810,782,824	29.93%
Federal	765,429,213	39.12%	1,177,370,058	19.46%
County	337,321,739	17.24%	1,137,103,798	18.80%
Fees & donations	24,666,265	1.26%	960,406,349	15.88%
Earmarked Funds*	15,715,451	.80%	963,879,730	15.93%
TOTAL	\$ 1,956,746,243	100.00%	\$ 6,049,542,759	100.00%

* County-wide, this includes special districts as well as other earmarked funds. The children's services amount includes the following:

AB 1733 Child Abuse Prevention and Treatment	\$ 2,085,540
AB 2994 Child Abuse Trust Fund	2,425,450
SB 1246 Domestic Violence Fund	1,403,614
TOTAL	\$ 5,914,604

Source: "The Children's Budget of Los Angeles County Government",
The Los Angeles Roundtable for Children, May 1986.

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TABLE C-4

COUNTY OF LOS ANGELES

FISCAL YEAR 1984-85

DETAIL OF BUDGET FOR PROTECTION OF CHILDREN

	<u>DOLLARS</u>	<u>PERCENT</u>
Social work intervention, supervision and placement including adoptions (consolidated into Dept. of Children's Services, 12/84)	\$ 99,315,823	54.27%
Dependency Court and related judicial and law enforcement services	11,992,145	6.55%
Prevention or early intervention contracts and grants	5,914,604	3.23%
Medical services to protected children	Unknown	Unknown
Mental health services to protected children	Unknown	Unknown
TOTAL CHILDREN'S PROTECTIVE SERVICES	\$ 117,222,572	64.05%
Foster care for protected children	65,437,366	35.76%
Day care for protected children	350,019	.19%
TOTAL CHILDREN'S PROTECTIVE SERVICES & CARE	\$ 183,009,957	100.00%

Source: "The Children's Budget of Los Angeles County Government",
The Los Angeles Roundtable for Children, May 1986.

TABLE C-5

COUNTY OF LOS ANGELES

SELECTED CASELOAD DATA (CHILDREN AIDED/SERVED)

<u>SERVICES</u>	<u>FISCAL YEARS</u>		<u>CHANGE</u>	
	<u>1980-81</u>	<u>1984-85</u>	<u>NUMBER</u>	<u>PCT.</u>
AFDC Children	365,700	388,900	23,200	6%
Refugee Resettlement	4,800	8,900	4,100	85%
Immunization Project*	736,172	563,042	-173,130	-24%
Child Health Screenings	132,468	229,289	96,821	73%
Inpatient Hospital Days	127,057	123,745	-3,312	-3%
Handicapped/Disabled Treatment	19,200	24,000	4,800	25%
Probation Health Care (visits)	458,209	976,835	518,626	113%
Probation Investigations	31,480	32,130	650	2%
Probation Supervision	14,302	17,837	3,535	25%
Probation Camp Daily Population	1,120	1,688	568	51%
Protective Service Intake	28,779	39,216	10,437	36%
Dependency Investigations	7,936	17,456	9,520	120%
Protective Supervision	14,916	21,722	6,806	46%
Adoption Services	5,398	4,371	-1,027	-19%
Dependency Court Appearances*	19,965	41,867	21,902	110%
Sheriff's Child Abuse Investigations	Unknown	Unknown	Unknown	
D.A.'s Child Abuse & Domestic Violence	973	3,290	2,317	238%
Mental Health Services	Unknown	29,148	Unknown	.
Museum of Art Education Programs	19,270	18,970	-300	-2%
Beaches & Harbors Education Programs	1,575	1,700	125	8%

* Calendar year data

Source: "The Children's Budget of Los Angeles County Government",
The Los Angeles Roundtable for Children, May 1986.

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TABLE C-6

FAMILY SERVICES PROGRAMS AND BUDGETS, 1987-88

COMPONENT	DOLLAR AMOUNT	POSI- TIONS	CLIENTELE SERVED			GOAL FOR CLIENT		
			FAMILIES W/CHILDREN	OTHER FAMILIES	ISOLATED PERSONS	PROTEC- TION	EMPLOY- MENT	OTHER
CHILDREN'S SERVICES, DEPARTMENT OF								
Administration and Field	\$131,785,378	3,002	X			X	X	
MacLaren Children's Center	\$17,888,022	375				X		
Foster Care	\$148,804,828	N/A				X		
Seriously Emotionally Disturbed	\$1,875,789	N/A				X		
Adoption Assistance	\$5,053,494	N/A	X			X		
Child Abuse & Neglect Prevention	\$4,342,150	N/A	X			X	X	
DCS SUB-TOTAL	\$307,529,861	3,377						
COMMUNITY AND SENIOR CITIZENS' SERVICES, DEPARTMENT OF								
Main Budget	\$29,420,703	263	X	X	X		X	X
Community Action Agency	\$2,971,849	N/A	X	X	X	X	X	X
Domestic Violence	\$1,837,807	N/A	X	X		X	X	
Job Training Partnership Act	\$24,854,118	N/A	X	X	X		X	
Justice System Subvention	\$2,055,380	N/A	X	X	X		X	X
Targeted Assistance (Refugees)	\$4,263,523	N/A	X	X	X		X	
DCSCS SUB-TOTAL	\$81,139,855	263						
PUBLIC SOCIAL SERVICES, DEPARTMENT OF								
Adult Protec. and In-Home Supportive Svcs.	\$203,893,014	879	X	X	X	X		X
Child Day Care	\$269,429	N/A	X			X	X	
Employment Services	\$21,894,043	177	X	X	X		X	
Information & Referral Services	\$2,405,881	7	X	X	X	X	X	X
DPSS SUB-TOTAL	\$228,282,367	863						
TOTAL SOCIAL SERVICES	\$598,931,683	4,502						

SOURCES: Children's Services and Community and Senior Citizens' Services: 1987-88 final budget.

Public Social Services: CAO budget blue book, line items, adjusted for employee benefits and salary savings.

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TABLE C-7

CHANGE IN CHILDREN'S SERVICES APPROPRIATIONS
FROM 1984-85 TO 1987-88

	1984-85	1987-88
DEPARTMENT OF CHILDREN'S SERVICES		
Administration and Field, Protective Services	\$78,992,538 (1)	Incl. below
Administration and Field, Adoptive Services	\$12,554,466	Incl. below
Administration and Field, Foster Care Payments	\$10,396,972 (2)	Incl. below
Administration and Field, Total	Incl. above	\$131,765,378
MacLaren Children's Center	Incl. above	\$17,688,022
OPERATIONS SUB-TOTAL	\$101,943,976	\$149,453,400
PERCENTAGE CHANGE		47%
Foster Care	Incl. in AFDC	\$146,804,828
Adoption Assistance	\$2,500,000	\$5,053,494
Seriously Emotionally Disturbed Children	Unknown	\$1,875,789
PAYMENTS SUB-TOTAL	Unknown	\$153,734,111
Child Abuse Prevention (AB 1733)	\$2,088,540	\$2,175,610
DEPARTMENT TOTAL	Unknown	\$305,363,121
CHILD ABUSE / NEGLECT PREVENTION PROGRAM FUND (AB 2994)	\$2,425,450	\$2,166,540
PREVENTION PROGRAMS TOTAL (AB 1733 + AB 2994)	\$4,513,990	\$4,342,150
PERCENTAGE CHANGE		-4%

SOURCES: Except as footnoted, raw data are from final County budgets, as follows:
1987-88 budget, amounts approved by Board of Supervisors,
1985-86 budget, prior year's adjusted allowance.

- (1) Taken from 1985-86 CAO budget recommendations, 1984-85 amount transferred from Department of Public Social Services.
- (2) Taken from 1987-88 proposed budget, 1986-87 amount transferred from Department of Public Social Services. 1984-85 amount is unknown but similar.

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TABLE C-8

DEPARTMENT OF COMMUNITY AND SENIOR CITIZENS' SERVICES

PROGRAM:	Job Training Ptnrship	Juv. Justice & Delinq. Prev.	AB 90 Justice Syst. Subven.	Refugee	JOBS	Summer Youth Employ. & Ing.	Homeless Services	Area Agency on Aging	Commun. Sys. Block Grant	Domestic Violence	Service Centers	Surplus Food	UCLA Ex- tension
FUNDING (million \$):	16.4	.6	20*	6.4	.5	7.6	Undefined	12.8	3.5	1.8	3.3	In-kind	In-kind
FUNDING SOURCES:	Job Training Ptnrship, Act	U.S. Office of JJB&DP	Calif. Youth Authority	Targeted Asst. & Refug. Empl.	Job Training Ptnrship, Act	Job Training Ptnrship, Act	Various	Older Am. Act, Prop. A Transit	Commun. Sys. Block Grant	Marriage Licenses	County, Prop. A	U.S. Dept. of Agriculture	Univ. of Calif.
CLIENTELES:													
Children/youth	x	x	x		x	x	x				x	x	x
Families w/children	x		x	x			x			x	x	x	x
Other families	x		x	x			x			x	x	x	x
Senior citizens	3%						x	x			x	x	x
Single adults			x	x			x				x	x	x
Agribusiness	x												x
PARTICIPATING AGENCIES: **													
CAO Human Resources	T & F				T	T							
Children's Services							T & F						
Community Developmt.							T		T		S		
Consumer Affairs											S		
District Attorney			T										
Health Services							T & F	T	F	F	S		
Mental Health							T & F				S		
Military & Veterans							T & F						
Parks & Recreation	T & F				T						S		
Probation	T & F	F	T & F		T & F						S		
Public Defender			T										
Public Guardian													
Public Social Svcs.	T & F			F	T	F	T & F	T	F	F	S		
Public Works											S		
Courts		F	F										
Law enforcement		F	T & F						F	F	S		
Cities		T					T & F		F	F		D	
State	T & F			F	T	F					S		
U.S.							T				S		
Schools/colleges	T	F	T & F	T	T	T & F					S		
Private agencies	T	T & F	T & F	T	T	T	T & F	T	T & F	T & F	S	D	
Industry	T	T	T		T	T					T		
Unions	T												
Self-referral		F	F					T	F	F	F		
SERVICES:													
Outreach		x				x	x						x
Hotline							x			x			
Info & referral	x	x			x	x	x	x		x	x		
Food							x			x	x		
Clothing							x			x	x		
Shelter		x	x				x			x	x		
Housing							x	x			x		
Residential care													
In home care								x					
Home repairs							x				x		
Visitation							x						
Counseling	x	x	x	x	x	x	x			x	x		x
Psych. treatment		x	x				x			x	x		
Health care			x								x		
Education	x	x	x	x		x		x		x	x		x
Energy assistance											x		
Job training	x	x	x	x	x	x	x	x			x		
Job placement	x	x	x	x	x	x	x	x			x		
Transportation		x		x			x			x	x		
Child care	x			x			x			x	x		
Ombudsman/advocacy								x		x	x		
Legal assistance							x	x		x			
Ease management							x	x					
Money management													
Social/recreation		x	x					x			x		x
Translation													
Child abuse											x		
			Eligible but not priority										
TOTAL PROGRAM FUNDS (\$ millions):	\$ 72.9												
U.S. AMT. BUDGETED OTHERWISE:	18												
AMT. BUDGETED TO DCSCS:	54.9												
PLUS DCSCS ADMIN. EXCL. SVC. CONTRS.:	16.2												
TOTAL 1988-89 BUDGET OF DCSCS:													
PARATRANSIT, AND DOM. VIOL.:	\$ 71.1												

* Budgeted as follows:

- \$8 million to D.A. & Probation for mandated programs;
- \$10 million to other Probation and Public Defender program;
- \$2 million to DCSCS for community based organizations.

** T = The program refers clients to this agency.

F = The program receives referrals from this agency.

S = Service centers provide space for this agency.

D = The program distributes food through this agency.

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WORKING PAPER D

STRUCTURAL ISSUES
AND
ALTERNATIVES

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STRUCTURAL ISSUES AND ALTERNATIVES

Existing Board-Related Committees

The groups which are important are these:

- Adoptions Commission
- Children's Budget Implementation Committee
- Commission for Children's Services (CSC)
- Children's Roundtable
- Children's Services Planning Council
- Countywide Criminal Justice Coordination Committee-CCJCC
- Delinquency and Crime Commission
- Domestic Violence Council
- Emergency Medical Care Commission
- Board of Education
- Hospital Commission
- Inter-agency Council on Child Abuse and Neglect (ICAN)
- Justice System Advisory Group
- Juvenile Delinquency Prevention Planning Council
- Local Suppression of Drug Abuse in Schools Committee
- Mental Health Advisory Board
- Obscenity and Pornography Commission
- Public Health Commission
- Task Force to Promote Self Esteem and Personal and Social Responsibility
- Welfare Advisory Commission
- Commission for Women
- Commission for Youth

The Board has referred children's issues of various kinds to all of these at one time or another over the past year. Some even have specific mandates that have to do with children and services to children; others have more general mandates, but have influenced county policy significantly regarding children. For example, CCJCC, not ICAN or the Children's Services Commission, assisted the Board last year in establishing a county position on legislation regarding protection of children in preschool and day care facilities. Similarly, the Board requested the Director of Health Services, District Attorney and Emergency Medical Services Commission to make recommendations for the care and treatment of child victims of sexual assault.

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ALTERNATIVES

Given the social trends and the underlying social and professional issues, we should address alternatives on a number of different levels:

- alternative methods of obtaining citizen input
- alternative methods of coordinating department work
- alternative methods of structuring the county system

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ALTERNATIVES FOR OBTAINING CITIZEN INPUT

SCOPE OF COMMISSION

- one commission for all casework & community services
- one commission each for adult / children's services
- one commission each for casework / community services
- one commission for each department

- one commission for each recipient constituency
- one commission for each professional constituency

- one commission for each social problem
 - child abuse and neglect
 - elder abuse
 - juvenile delinquency
 - unemployment, etc.

- one commission for each service program
 - child protective services
 - adoption services
 - adult protective services (elder abuse)
 - domestic violence (spousal abuse)
 - conservatorship, etc.

MANDATE AND AUTHORITY OF COMMISSION

- recommend to Board, department(s)
- recommend on policy, organization, operation, staffing
- oversee, monitor, evaluate
- require testimony, documents, data, special reports

COMPOSITION OF COMMISSION

- current / former service recipients
- potential service recipients (members of constituency)
- private service providers to the County's clientele
- other professionals, e.g., teachers, researchers
- other interested citizens
- County managers / professionals
- representatives of other governments

STAFFING OF COMMISSION

- secretarial and clerical support
- staff assistant
- analyst: generic / from a relevant profession

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ALTERNATIVES FOR ORGANIZATION AND COORDINATION

CONSOLIDATION

- all social services
 - casework and community
 - adult and child
 - with or without Mental Health and Probation
- all casework services / all community services
 - adult and child
 - with or without Mental Health and Probation
- all children's services / all adult services
 - casework and community
 - with or without Mental Health and Probation
- mission
 - protection, child and adult
 - correction, child and adult
 - welfare, child and adult
- hybrids / subsets of the above

PURCHASE WITH CHOICE

- case management department purchases services
 - for clients
 - residential care
 - health care
 - mental health
 - drug and alcohol abuse
 - schooling
 - for the agency
 - legal representation
 - facilities and general

COORDINATION

- County executive
- agency structure
- lead department
- coordinating committee (standing / ad hoc)
 - agencies: County, all governments, private
 - citizens: professionals, non-professionals
- bilateral negotiation

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SAMPLE #1

Consolidate all social casework and community services:

- Department of Children's Services
- Adult Protective Svcs. & In-Home Supportive Svcs. (DPSS)
- Probation Department
- Department of Mental Health
- alcohol and drug abuse programs (Health Services)
- Department of Community and Senior Citizens Services

Restructure ICAN:

- director of consolidated department is permanent chair
- small executive committee
 - chair, Sheriff, Superintendent of Schools
- mandate to coordinate operations

Restructure Commission for Children's Services:

- combine with Commission for Youth
- require one professional appointee per Supervisor
- mandate to recommend Countywide children's policy
 - not oversight
- hire professional researcher in sociology/social work

Restructure Adoptions Commission:

- advise on all programs of Department of Children's Services
- increase size and diversity of membership
 - include private providers

Retain other existing commissions

Fund the consolidated department to purchase from the most cost-effective providers

- for clients
 - health care
- for the agency
 - legal representation
 - facilities, data processing and general services

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SAMPLE #2

No reorganization

Restructure ICAN:

- CAO is permanent chair
- executive committee of key officials
 - chair, Children's Services, Mental Health, Sheriff, Superintendent of Schools
- mandate to coordinate operations

Restructure Commission for Children's Services:

- advice & oversight re Department of Children's Services only
- include private providers and other professionals

Restructure Commission for Youth:

- mandate to recommend Countywide children's policy
- increase membership to include professionals
- provide professional research staff

Fund each department to purchase from the most cost-effective providers

- for the clients whose cases it manages
 - any services clients now obtain from other departments
- for the agency
 - legal representation
 - facilities, data processing and general services

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STRUCTURAL ALTERNATIVES

CHILDREN'S SERVICES February 29, 1988

I. Departmental Structure

A. (Functional)

Create a new department of protective services / social services by integrating DCS, DCSSS, DMH, Adult Protective Service programs from DPSS, Alcohol and Drug Abuse Services from DHS.

B. (Programmatic)

Move all child / family directed services to DCS: the Children's Services divisions of DMH, the California Children's programs from DHS, juvenile detention programs from Probation, etc.

C. (intermediate steps with goals of A. or B. above)

D. (status quo)

II. Interdepartmental Relationship

A. (program management)

Give the DCS the funding and authority to decide from which sources (internal or external) to purchase services for the children for whom it is the parenter. This assumes change of budgeting to provide for full cost recovery policies in interdepartmental transactions.

B. (performance contracting)

Use formal interdepartmental agreements to improve accountability for performance, delivery, and costs, with the DCS as the customer for services of the DHS, DMH, and DOE.

C. (status quo)

III. Coordination

A. (internal County committee / protection)

Form a new committee, designating the Director of DCS as the chairman, with DHS, DOE, and DMH as members, with the function of coordinating joint activities for DCS clients. Maybe even DPSS for

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link to GAIN, and Parks, Libraries, etc for policy links to unserved populations.

B. (systems committee)

Strengthen the ICAN policy formulation, planning, and coordination functions for all children, countywide.

IV. Committees and Councils

A. (status quo)

Children's Services Commission stays mostly departmental; ICAN stays system-wide, with its primary concentration on information sharing.

B. (county-wide policy formulation)

Children's Services Commission broadens role to advising Board of Supervisors on policy for all children (as executed by all departments and programs); ICAN focuses on the implementation of new initiatives and policies adopted by the Board.

C. (county-wide public / private partnership)

Create a new group (possibly based on the Planning Council)) of private / corporate and county officials, city officials, and school officials to create consensus in the area of children's / family policy.

D. (unification of inter-agency councils)

Create a single inter-agency council to link all of the standing ones - DVC, ICAN, CCJCC, DCC, etc

E. (unification of citizens' advisory commissions)

Merge all of the citizens's commissions affecting or advising on children / family policy into a single body with that function.

V. Committees - General

1. Briefings of new commissioners and annual briefings of entire commission.
2. Review of need for a proposed new commission.
3. Periodic reports on commission costs and accomplishments.

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STRUCTURAL ALTERNATIVES

CHILDREN'S SERVICES February 29, 1988

I. Service Delivery Structure

Fragmentation, duplication and overlap in the service delivery structure for children's and other social services are not merely characteristic of governmental service organization. They are inherent in the populations served, with respect to service delivery, and in the political system with respect to advisory boards, lobbies, and interagency coordination. Thus, one issue is to find ways to permit as much diversity as possible while maximizing efficiency of operation. One good analogy might be the contrast between bureaucratic efficiency, which tends toward monopoly by reducing duplication wherever it is found, and market efficiency, which tends toward multiple competing providers and increased duplication, leaving efficiency up to the effects of competition. Various alternatives are reasonable, considering our earlier (1983 / 1987) recommendations.

A. (Functional)

Create a new department of protective services / social services by integrating DCS, DCSCS, DMH, Adult Protective Service programs from DPSS, Alcohol and Drug Abuse Services from DHS.

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Comment. This would consolidate the following departments and functions into a Social Welfare Agency: Children's (Protective) Services (DCS), Adult (Protective) Services (from DPSS), Community and Senior Citizens Services, Mental Health, Alcohol and Drug Abuse Services (from Department of Health Services). This would re-integrate the services along professional and functional lines, but would eliminate the presumed political efficacy of the current fragmentation. In our 1983 recommendations, we referred to this kind of approach as a "re-alignment strategy". The first step would be a Board decision requiring the various department heads to form a group assigned the responsibility to create a new department / agency. The staff for that group (organizational development specialists) could be the CAO or could be a contractor such as I. Adizes, E. Jaques, or P. Hitchcock.

B. (Programmatic)

Move all child / family directed services to Department of Children's Services: the Children's Services divisions of the Department of Mental Health, the California Children's programs from Department of Health Services, juvenile detention programs from Probation, the court schools from Department of Education, etc.

Comment. This would be consistent with what we called a "constituency" strategy in 1983, and would be a logical follow up to the action of creating DCS in the first

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place. This would be action based on the assumption that the County should have a single department which deals with / is in charge of / services for all children, when the child who receives the service can be isolated from the context. (That is, it would not apply to Parks and Recreation, for example, or to police, or to the pediatric wards in county hospitals.) This would unify the structure for services to children and the associated constituencies; the cost would be fragmentation of the service delivery systems. In particular, the present integration of a mental health system, for example, would be fragmented by moving children's mental health to the Children's Services Department.

On the other hand, fragmenting the service delivery system can be productive from the political perspective. Once a separate department is in operation, it is linked to a constituency that thereby has direct and ready access to elected decision makers. That is why it is done. It is not efficient, and it is effective only in the sense that it increases political efficacy for that constituency. Those interested in senior citizens had a separate department for years, and accomplished much with it. Those interested in children now believe it is their turn - and they want to do the same things.

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If fragmentation is the issue, it is a consequence of the political system and characteristics of the service population. Correcting it organizationally would require (what contemporary social theorists have found) a unification of the service populations in ways that would accommodate various political perspectives on what is needed. There is no such thing as a non-fragmented, non-duplicative structure which is focused on children's services as though they can be divorced from the other populations and conditions which have led to social disintegration. Buying the political agenda - that is, that a separate structure is needed to ensure access and efficacy - will only lead eventually to more fragmentation, as the seniors, the ethnic minorities, and other sub-populations decide to create their own thing.

In fact, a structure organized purely around constituencies could be optimally efficient in the market sense. The departments of the county would be organized around specific populations - age groups, gender, ethnicity, etc. Each department would be a case manager for that group (i.e., a program manager). All services - medical, psychological, financial, social, detention, etc. (probably excepting police patrol) - would be contracted out by the case managers. This model would maximize fragmenta-

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tion and maximize market efficiency. It has never been done, so the potential social effects are a bit difficult to predict. But it could be done, and it would be theoretically efficient.

C. (Intermediate steps with goals of A. or B. above)

Take a few intermediate steps, with A. or B. above as the ultimate plan.

Comment. In the case of A., for example, the "Adult Protective Services" functions could be taken out of DPSS and either a) made a separate department, or b) consolidated with the Public Guardian functions of the Department of Mental Health.

It is possible to sketch this in terms of a phased plan, with levels as follows:

Level 1: Protection: DCS, Adult Protection from DPSS, Public Guardian from Mental Health

Level 2: Social Casework: above plus In Home Social Services from DPSS, and [Probation ??]

Level 3: All social work: above plus Department of Community and Senior Citizens Services

Level 4: All social work plus therapy: above plus Department of Mental Health, and alcohol and drug programs from Health Services

D. (Status quo)

II. Interdepartmental Relationship

A. (Program management)

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Give the DCS the funding and authority to decide from which sources (internal or external) to purchase services for the children for whom it is the parenter. This assumes change of budgeting to provide for full cost recovery policies in interdepartmental transactions.

Comment. Leave the structure as is, but give the Children's Services Department the funding and authority to decide from which sources (i.e., internal or external) it will purchase services. This would assume that the full and fully burdened costs of all services supplied by one department to another are transferred in the budgets, and that alternative sources are available by contract or other means. We have consistently recommended this for particular internal services, but not explicitly for all services. The budget processes and bureaucratic policies / assumptions are not properly set up to do this, but could be revised, given the CAO's (i.e., Dixon's) intention to cooperate with the potential that the alternative resources may be private, as well as alternative public, providers.

B. (performance contracting)

Use formal interdepartmental agreements to improve accountability for performance, delivery, and costs, with the DCS as the customer for services of the DHS, DMH, and DOE.

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Comment. Formal interdepartmental agreements have been used successfully in several California Counties and in a few other states. The idea is that the suppliers of services to children who are in the charge of the county recognize the Children's Services Department as the responsible agent for those children (i.e., the "parent-er"), and agree in writing to specifications and terms and conditions (excluding funding) for supplying those services.

The expectation is that this kind of inter-departmental agreement would work, since everyone would have agreed in advance on the terms. The reality is that they usually don't work. Without transfer of money or another incentive, each department's primary motivation is to reduce pressure on its budget (so it can stay within its own budget). Consequently, the agreements don't last long. Since the departments are in no hierarchy at all, there is no way to enforce the agreements.

In the present case, the occasion of the disagreement over the services of the Mental Health Department was precisely that the Director of Children's Services expressed a degree of uncertainty over whether or not the Department of Mental Health had kept to the agreement that various groups believed they had; and the Director

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of Mental Health expressed a degree of uncertainty over the actual contents of the agreement.

The key to making a system like this work would be to create incentives for each of the parties to make it work. For example, the "pay for performance" plan could be modified so that goals and objectives explicit in the interdepartmental agreements would be incorporated in the performance agreement affecting the department heads' compensation.

C. (Status quo)

The point is the same one we stressed in the 1983 work. The Board will have to decide on the overall principle of organization it wants. Item I.B. above requires the development and maturation of a program management system in county government. There is no history of such a system, and no experience with it; the only place where anything resembling it is practiced is in the Road Department. Item I.A. above requires that the Board declare an explicit intention to consolidate, regardless of any "opportunity" window. Neither of these explicit strategies has been adopted. Items II.A. and II. B. above would do nothing about fragmentation, but would at least create a stronger impression, symbolic, that the Director of Children's Services is in charge of the bureaucratic policy for services affecting children.

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Thus, regardless of the alternative chosen, the basic requirement will be that the Board direct the CAO to accomplish these steps and adopt these strategies, with a time limit. The reason this generally does not work is that the bureaucracy assumes that it won't stick - i.e., that the Board doesn't really mean it, or will forget about it. That is why the easiest strategy is the "opportunity" strategy. It is passive - one waits for opportunities, and as time goes on, the Board's interest and commitment wanes. Even now, for example, the cost accounting systems are not in place. Interdepartmental charges are still based on marginal cost pricing rather than full cost recovery or average unit cost. DCS has an interdepartmental agreement with Mental Health: the agreement, and the issue of whether or not its terms are being met, is one of the central points of contention at present; but DCS has no alternative but DMH as a provider of mental health services. The County Department Heads may believe that they have worked it out, but others do not.

III. Coordination

A. (Internal County committee / protection)

Form a new committee, designating the Director of DCS as the chairman, with DHS, DOE, and DMH as members, with the function of coordinating joint activities for DCS

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clients. Maybe even DPSS for link to GAIN, and Parks, Libraries, etc. for policy links to unserved populations.

Comment. This hardly seems reasonable as a means of reducing "duplication, fragmentation, and confusion."

B. (Systems committee)

Strengthen the ICAN ¹ planning, program development, and coordination functions for all children, countywide.

Comment. This is the only reason to justify having such departments as Parks and Recreation and the Public Library as members of ICAN. However, this kind of committee almost never functions in a genuine coordination role for long. The activity reverts to program development and joint projects. In addition, this is apparently opposed by the current chairman of ICAN (although supported by earlier letters of his), and would be opposed by the Children's Services Commission in the guess of most.

IV. Committees and Councils

A. (Status quo)

Children's Services Commission stays mostly departmental; ICAN stays system-wide, with its primary concentration on information sharing and training.

Comment. This kind of system provides for citizen participation linked to a department and its programs.

¹Throughout the term ICAN refers to the committee of elected and appointed officials known by that name and designated in the County Code by that name. In particular, when reference is made to the staff of ICAN, the term used is "the staff of ICAN."

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It can work reasonably well; most departments have at least one committee or commission which acts as a source of citizen input, advocacy, and some evaluation. The only problem with it is that eventually the commission becomes or appears to become a captive of the department. Most of the energy goes into advocacy for departmental interests, rather than into policy formulation by the Board of Supervisors.

The inter-agency council, when performing properly, can produce significant initiatives for new interdepartmental programs. This has been the success of the council which is currently most effective (i.e., CCJCC). It has developed integrated information systems, plans for new technology, training programs, and other criminal justice initiatives. Early on, when they are first created, these councils tend to have a large participation by the principals. Later, as the new programs get moving, the principals begin sending subordinates more and more frequently. This is now starting to happen in CCJCC. The subordinates dream up new and good ideas, but the credibility of the principals' participation is no longer behind them. If the second-tier participation stays strong enough, the group can continue to set meaningful agendas and influence priorities. This is apparently

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what is happening with the Domestic Violence Council, for example. If the participation is too weak, then eventually the group becomes an information sharing network, which is what has happened with ICAN.

This is not necessarily a problem, provided only that the functions and operations are limited to that - i.e., information sharing, training, and so forth. Some coordination may even occasionally creep in. On the other hand, it must be controlled and disciplined. The proposal, to put the chairmanship in the hands of the Children's Services Department, will not be acceptable to the current chairman or anyone else in the system. In fact, the ICAN members in general would resist any attempt to reduce ICAN's level of self-governance. On such questions, the following alternatives would make sense and possibly create a vehicle for later correction:

move the funding for ICAN out of Children's Services and into a) the department of the chairman, or b) a centralized appropriation funded as a pool from assessments of all participating agencies;

encourage the elected officials on ICAN and the other representatives to elect as chairman one of the educators - i.e., the County Superintendent of Schools, or the Superintendent of the Los Angeles Unified School District.

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Regarding the ongoing animosity between the individuals involved, it can be ignored. In fact, a whole theory of management says it should be ignored. There is little point in trying to deal with conflict by choosing sides; it will merely surface somewhere else anyway.

B. (Countywide policy formulation)

Children's Services Commission broadens role to advising Board of Supervisors on policy for all children (as executed by all departments and programs); ICAN focuses on the [planning of] implementation of new initiatives and policies adopted by the Board. ICAN is not an implementing agency in its own right, but it is a council which was formed explicitly for the purpose of developing methods of interdepartmental coordination when several departments are involved in the same kind of program.

This is a genuine separation of function. One function is to assist the Board of Supervisors in formulating County policy as it affects children; a second function is to implement the policy when adopted by the Board. Implementation is the responsibility of public officials - not of a council of public officials. However, in some instances policy can be implemented only by multiple departments. In such cases, a council composed of the constituent members of ICAN would be a reasonable way to plan, given the current county structure. Any inter-agency group with this function would be composed of the same member agencies.

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The composition of ICAN is also close to what is necessary for coordinated implementation planning. However, the staff of ICAN is not adequate for the kinds of complex planning that would be needed. The staff would have to be augmented with different management, moved out of MacLaren Hall, and relocated organizationally (and financially) in a central staff department. That could be in the department of the CAO, subordinate to the staff of CCJCC, or in the Department of Community and Senior Citizens' Affairs, subordinate to the staff of the Domestic Violence Council. It could be in the Department of the Board of Supervisors. Since it is the ordinance responsibility of the CAO to "coordinate all departments, services, institutions or districts..." (2.08.060) and to "assist the board of supervisors in coordinating the functions and operations of the several such departments, services, institutions or departments [sic]..." (2.08.050), it seems legitimate to consider locating the staff function in the CAO. The incumbent staff, with a high level of competence in legislative work, public relations, and primary prevention programs, would fit in well in this arena.

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The argument, that ICAN is composed of officials of other jurisdictions, is irrelevant here. So are CCJCC and the Domestic Violence Council.

The composition of the commission is proper for performing its role. It would be reasonable, but probably not necessary, to clarify the ordinance, particularly in the area of "review".

C. (County-wide public / private partnership)

Create a new group (possibly based on the Planning Council)) of private / corporate and county officials, city officials, and school officials to create consensus in the area of children's / family policy.

Comment. This model has been employed successfully in Marin County and in other states. Inclusion of private institutions and professionals in the planning process maximizes cooperation between the public and private sectors, strengthens appeals of private service providers for foundation and corporate donations, and ensures political consensus as well as managerial cooperation.

This model differs from ICAN in that private participation is significant, and from the Children's Services Commission in that the private representatives are professionals and decision-makers rather than concerned citizens. Such a group would supplant a public-only inter-agency council such as ICAN but not a citizen's advisory panel such as the Commission.

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D. (Unification of inter-agency councils)

Create a single inter-agency council to link all of the standing ones - Domestic Violence Council, ICAN, CCJCC, Delinquency and Crime Commission, etc.

Comment. This would effectively make a council which focuses on a particular subject area a sub-committee of the linking council. Executives who are responsible for program implementation would serve on the subordinate councils, under the direction of the elected officials and department heads who would comprise the policy group.

For public relations purposes, the various councils would retain their names, and the elected officials and department heads might participate personally on ceremonial occasions or in key decisions.

E. (Unification of citizens' advisory commissions)

Merge all of the citizens's commissions affecting or advising on children's / family policy into a single body with that function.

Comment. This would provide the Board of Supervisors with a single official source of citizen policy recommendations, in which competing views could have been negotiated to the extent possible before presentation to the Board. A clear focus on policy, and a requirement to address the full range of service needs, would minimize the likelihood of the commission being an advocate for a

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particular bureaucratic interest or involving itself too much in the management of policy implementation.

V. Committees - General

The Board of Supervisors should take a few steps to make the system of committees and commissions work better. These steps should be taken regardless of any other action, and should apply to all situations in which the Board intends to work with a committee, commission, board, inter-departmental council, inter-agency council, or other group. They are:

1. Briefings of commissioners. Instruct the Chief Administrative Officer to prepare and deliver briefings on the overall structure and operation of county government. The briefing would be provided to each commissioner when appointed, as a matter of initiation. A second, more global briefing on the structure, operations, and current state of the County would be made available to all commissioners as a group twice a year. An alternative source for such a briefing would be the staff of the E & E Commission. The briefings would be intended to ensure that commissioners a) understand the terrain, b) comprehend the major issues the Board is confronting, and c) understand their missions within an appropriate framework.
2. Review of need. Reintroduce and implement the procedure, recommended by E & E in 1975 and adopted by the Board of Supervisors, requiring the CAO a) to review the roles and functions of any new committee or commission in terms of whether or not its intended functions could be performed by an existing group, and b) to recommend the detailed functions, composition, and method of operation of the new commission.
3. Periodic reports. Implement the recommendations of the 1986-87 Grand Jury regarding reporting requirements for the costs and the accomplishments of committees and commissions: a) report costs separately, and b) require a periodic report on activity and accomplishments.

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Commentary

Any of the above alternatives would be an improvement, and could be implemented. They would increase the efficiency of the overall system, although "savings" may not be ponderable for some time. However, a few basic underlying points would have to be made explicit. They are loosely stated here.

Creating the Department of Children's Services was structurally necessary. Social services do not belong in DPSS with the financial eligibility function. However, creating the new department along the lines of a constituency (clients, service providers, lobbies, professional and legislative interests, etc) fragmented the social services delivery system, which is defined functionally. That the same services, by the same kinds of professionals, are delivered to different age groups is no reason to organize them separately. In fact, all contemporary findings in the research show that the unit of service delivery must be the family or the community. Not the child, not the senior citizen, and not any other age, ethnic, or special interest.

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On the other hand, fragmenting the service delivery system can be productive from the political perspective. Once a separate department is in operation, it is linked to a constituency that thereby has direct and ready access to elected decision makers. That is why it is done. It is not efficient, and it is effective only in the sense that it increases political efficacy for that constituency. Those interested in senior citizens had a separate department for years, and accomplished much with it. Those interested in children now believe it is their turn - and they want to do the same things.

In summary, if fragmentation is the issue, it is a consequence of the political system and characteristics of the service population. Correcting it organizationally would require (what contemporary social theorists have found) a unification of the service populations in ways that would accomodate various political perspectives on what is needed. There is no such thing as a non-fragmented, non-duplicative structure which is focused on children's services as though they can be divorced from the other populations and conditions which have led to social disintegration. Buying the political agenda - that is, that a separate structure is needed to ensure access and efficacy - will only lead eventually to more fragmentation, as the

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seniors, the ethnic minorities, and other sub-populations decide to create their own thing.

In fact, a structure organized purely around constituencies could be optimally efficient in the market sense. The departments of the county would be organized around specific populations - age groups, gender, ethnicity, etc. Each department would be a case manager for that group. All services - medical, psychological, financial, social, detention, etc (probably excepting police patrol) - would be contracted out by the case managers. This model would maximize fragmentation and amximize market efficiency. It has never been done, so the potential social effects are a bit difficult to predict. But it could be done, and it would be theoretically efficient.

The point is the same one we stressed in the 1983 work. The Board will have to decide on what the overall principle of organization it wants. Item 2. above requires the development and maturation of a program management system in county government. There is no history of such a system, and no experience with it; the only place where anything resembling it is practiced is in the Road Department. Item 1. above requires that the Board declare an explicit intention to consolidate, regardless of any "opportunity" window. Neither of these explicit strategies has

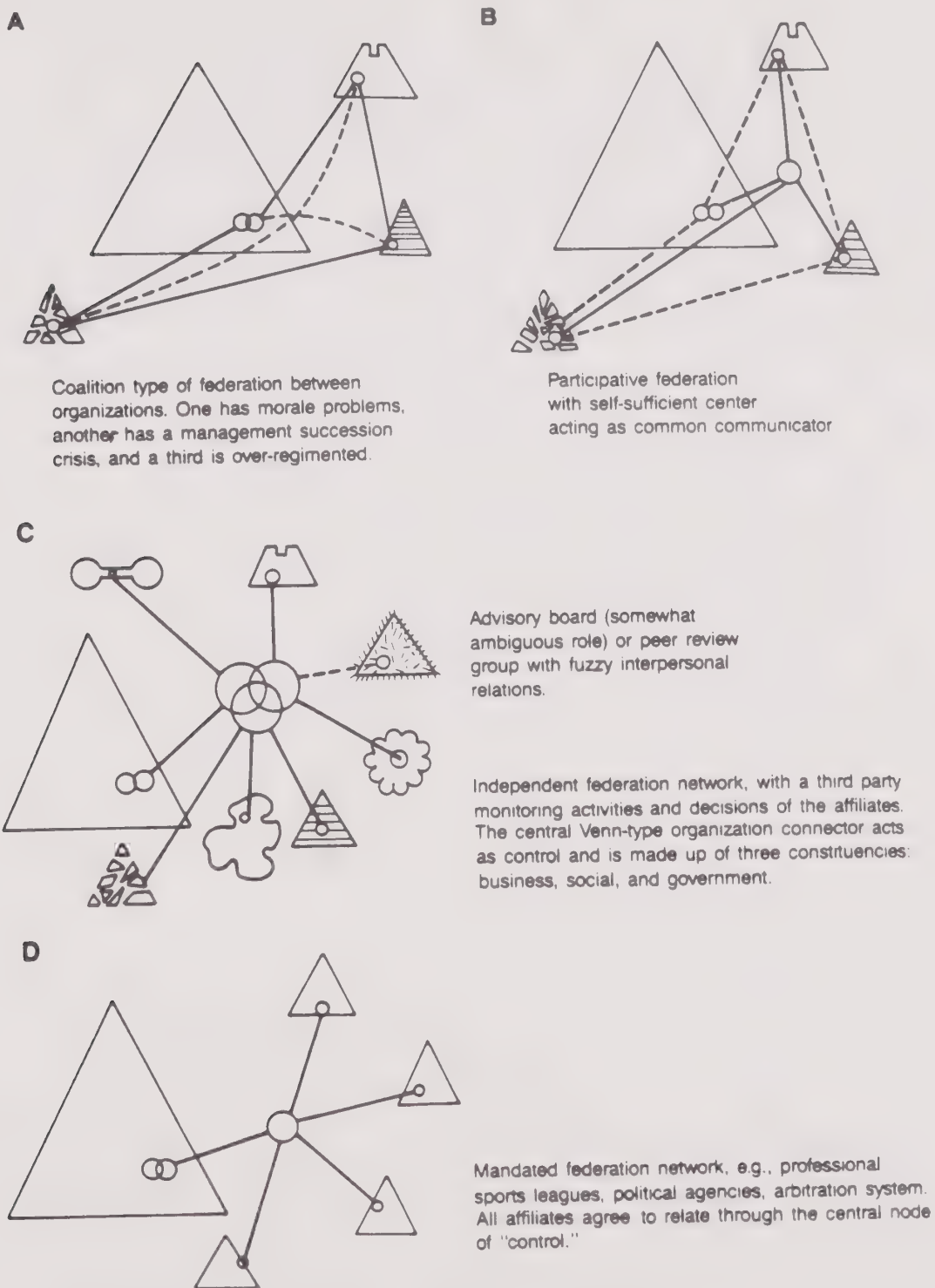
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been adopted. Items 4. and 5. above would do nothing about fragmentation, but would at least create a stronger impression, symbolic, that the Director of Children's Services is in charge of the bureaucratic policy for services affecting children.

Thus, regardless of the alternative chosen, the basic requirement will be that the Board direct the CAO to accomplish these steps and adopt these strategies, with a time limit. The reason this generally does not work is that the bureaucracy assumes that it won't stick - i.e., that the Board doesn't really mean it, or will forget about it. That is why the easiest strategy is the "opportunity" strategy. It is passive - one waits for opportunities, and as time goes on, the Board's interest and commitment wanes. Even now, the cost accounting systems are not in place. Interdepartmental charges are still based on marginal cost pricing rather than full cost recovery or average unit cost. DCS has an interdepartmental agreement with Mental Health: the agreement, and the issue of whether or not its terms are being met, is one of the central points of contention at present; but DCS has no alternative but DMH as a provider of mental health services. The County Department Heads may believe that they have worked it out, but others do not.

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FIGURE D-1
NETWORKING SCHEMATA



SOURCE: Mueller, Gunter. Network in Open Systems.

WORKING PAPER E

GENERAL DESCRIPTION
OF THE
COMMISSION SYSTEM

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GENERAL DESCRIPTION OF COMMISSION SYSTEM: DEFINITIONS

Introduction

In the most general sense, a commission or committee is any group organized to participate in the work of government or to influence governmental actions, comprised of people who are not elected for the governmental purpose in which the group participates. Given the complexity of today's society, people sense that voting for elected officials is not by itself sufficient to ensure that governmental actions can represent a common understanding of needs and issues. Commissions and committees provide a vehicle in which citizens can participate directly in the activities of government. Service on them is a form of voluntarism. All levels of government organize commissions and committees in a variety of different forms. In addition, it has been frequent practice in recent decades to remove particularly critical areas of operation from the direct control of the governing body of any jurisdiction. Consequently, such joint powers agencies and regional operating agencies as the Air Quality Management District, the Coastal Commission, and the Southern California Rapid Transit District have proliferated.

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Alternative Forms

Commissions and committees can be formed on the initiative of a group of citizens, or on the initiative of the governing body of a jurisdiction. The composition and the structure of such groups vary widely. We recognize six general classifications:

Broadly based educational groups, organized on a voluntary membership basis (League of Women Voters, Common Cause, Heritage Foundation)

Citizens commissions appointed by the governing body (Police Commission, Economy and Efficiency Commission, Children's Services Commission)

Task forces or coordinating councils formed of representatives from numerous internal departments or interjurisdictional agencies (Countywide Criminal Justice Coordinating Council, Transportation Commission, Data Processing Task Force, Fleet Maintenance Task Force, Interagency Council on Child Abuse and Neglect)

Groups formed as a mix of public officials, service providers, and citizens to cooperate on problem solving, a program area, or a series of tasks (Little Hoover Commission, Children's Roundtable, Judicial Procedures Commission)

Special purpose external or mixed groups formed for a single purpose (President's Task Force on Juvenile Justice, Grace Commission, Citizens' Planning Councils)

General purpose external or mixed groups formed to unify the public in a geographical area (Community Coordinating Councils,)

These kinds of groups are all relevant to the governmental system in Los Angeles County and to the problems the Board of Supervisors faces in governing. They share the following characteristics:

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they provide a means for citizens to exercise the right to participate in government;

they generate proposals, recommendations, testimony and the like intended to influence the judgments of elected officials;

they are independent of one another, and in some cases may be structured to be independent of any single governing body;

they impose costs on government;

none has any mandate to work in an area to the exclusion of any other group.

Alternative Link to Government

A number of alternative relationships are open to the governing body of a jurisdiction and to its voluntary groups. The governing body may recognize the group formally, making it in some sense part of the public system of government. For example, the Board of Supervisors of Los Angeles County has established and appoints the members of at least 94 advisory committees and commissions². Such broadly based groups as Common Cause are not sanctioned in this sense: they are purely private; they are not part of government; they influence government through formal communications that originate outside

²Government Operations Committee, Los Angeles County Grand Jury, Los Angeles County Commissions and Committees, January, 1987.

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it. Formally recognized groups vary as follows:

they may be funded or unfunded;

they may be temporary or standing;

they may be statutory or administratively authorized³;

their roles may be advisory or administrative;

they may be self-governing, informal, or operate with an imposed governance;

they may be comprised of appointees chosen by the elected official, appointees nominated by expert groups or professional societies, or appointees who volunteer or are elected to serve to represent a geographical area or a group.

Alternative Role Definitions

The law recognizes no distinctions among the various names of committees. That is, whether a formally sanctioned group is called a "commission", a "committee", a "council" or something else makes no difference in the fundamentals of its role. The fundamental is, the group is either purely advisory or administers a program within strictly defined statutory limits. Elected officials, acting in their elected capacity to exercise the

³By statutory, we mean established in the County Charter or in the laws of the State or Federal Governments. Those established by ordinance or by order of the Board of Supervisors are administrative, since they are created through the administrative authority of the Board.

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public trust, make all final decisions.

Administrative Bodies. In Los Angeles County Government, administrative commissions or boards are extremely rare. They may have three roles:

the commission itself performs a function of government (Civil Service Commission, Employee Relations Commission);

the commission operates a program of governmental services, including appointment of the department head (Board of the Museum of Art);

the County government participates in a Joint Powers Agency or a regional board which operates a program of governmental services, but does not control it in the elected capacity of the Board of Supervisors (County Sanitation Districts, Transportation Commission), although it may fund it in the sense that it provides the major resources supporting it ().

Advisory Groups. The majority of commissions organized, sanctioned and funded by the Los Angeles County government are purely advisory. Their role is to provide information, analysis and recommendations to the Board of Supervisors. The nature of the power of such groups is the power to influence. If the Board of Supervisors acts affirmatively on their recommendations, the reason is that the majority of the Board has confidence in the judgments of the people they appoint to serve, rather than that some power to act has been delegated to the group.

This basic advisory role of commissions can be realized in a number of different ways, usually expressed by the Board in the policy statement creating or continuing the group (i.e., the ordinance or the Board minute order). By controlling such vari-

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ables as funding, compensation, staffing, membership, and other details, the ordinance provisions can also affect the ability of the commission to carry out its mission and the level of activity the commission can realistically perform. Within that framework, County commissions vary widely with respect to the following:

Expertise. The role may be to provide the expert judgment of professionals in a field of concentration for which the commission was formed. The membership of the Productivity Commission and the Emergency Medical Care Commission includes experts in the technical fields of interest, appointed by the Board from nominations by professional societies in those fields, some of whom may include service providers in the field. (This is also true of certain administrative commissions. For example, the membership of the Employee Relations Commission consists of professionals in labor relations because the Board relies on it for judgments on matters of union security, bargaining rights, and employee organization.)

Problem Solving. The Board may establish a commission for advice from a broadly based group to assist it in solving problems or addressing issues of policy, independent of the assumptions of practitioners in the field, and independent of service providers. Such groups may have a broad mandate, such as that of the Economy and Efficiency Commission to "investigate any area of County government", or a program or department-specific mandate, such as that of the Judicial Procedures Commission to "recommend ... changes and improvements in judicial administration...." or that of the Institutional Inspection Commission to "... visit and inspect each jail or lockup ... and ascertain its condition as to effective and economical administration, ..., and in any other respects....". What is common to the roles of these groups is the presumption that their recommendations, if adopted by the Board of Supervisors, will lead to change and correct a problem.

Advocacy. The Board may establish a commission for advice on how to improve conditions which are believed to be deficient by a particular group. Membership is usually limited to those who are members of the group with the problem. These commissions may act in a problem solving role, coordinate the activities of other groups influencing county activ-

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ity, or develop and operate programs of their own; their main function, however, is to advocate the interests of a particular clientele or interest group. For example, the Board charges the Commission for Women to "recommend necessary procedures, programs or legislation to promote and insure equal rights and opportunities for all women....". Similarly, the Commission on Disabilities is comprised of people with disabilities, and is charged to "... make recommendations to the Board for improvement of policies, systems, and procedures ... in the best interest of people with disabilities." What is common to such groups is that they are composed exclusively of members of a clientele or constituency with a strong relationship to County government, and that they focus on problem areas peculiar to that constituency, some of which may not be under the control of the Board of Supervisors, rather than on a service production area or specific program.

Regulatory Decision-Making. The Board of Supervisors may delegate certain of its decision-making ("quasi-judicial") responsibilities to an advisory commission, subject to appeal to the Board or subsequent litigation by the parties. For example, the Assessment Appeals Board is charged "to hear appeals of equalization assessments", and the Engineering Geology and Soils Review and Appeals Board is charged to "serve as a board of review of the adequacy of geological reports....". The membership of such groups is frequently limited to professional practitioners in the field of interest, and may be checked by confirmation or selection of another branch of government, or trade and professional societies, to eliminate the possibility of conflicts of interest.

Department or Program Advocacy/Liaison. The Board of Supervisors charges certain commissions with the responsibility to work with a particular department or programs of a department. For example, the Board charges the Hospital Commission to "consult with and advise the Director of Health Services and the Board of Supervisors on all matters pertaining to the patient care policies and programs of the Los Angeles County hospital system....". Similarly, the Commission for Public Social Services is charged to "consult with and advise the Board of Supervisors and the director of Public Social Services on all matters relating to the provision of Public Social Services, including but not restricted to financial assistance and social services....". What characterizes these groups is that they concentrate on a service production area or specific program of County government, rather than on a clientele or constituency.

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Fund Allocation / Distribution. The Board has established several commissions to assist it in distributing certain kinds of funding among the various communities in the County. The funds in question are usually block grants or categorical grants of a State or Federal Agency which specifies the nature of the commission which is to assist. The problem faced by the Board in these instances is to determine a need-based formula for distribution of the funds while preserving equity among Supervisorial Districts and ensuring that the funds will be used for the intended purposes. Many of them are inter-jurisdictional, interagency boards whose members are public and private service providers or professional practitioners in the field or category to which the funds apply. For example, the Justice System Advisory Group is charged to "make recommendations to the Board of Supervisors concerning applicants to be selected to receive justice system block grant funds, assess County justice system heads, evaluate alternative programs for meeting needs, and make recommendations to the Board of Supervisors regarding needs." The Delinquency and Crime Commission is charged with "recommendations regarding programs administered by local governmental or non-governmental organizations submitted for funding on a matching basis through the California Delinquency Prevention Commission to the Department of Youth Authority." The Community Action Board recommends "allocation of community services block grant funds."

Alternative Orientations.

Depending on the nature of the problems or issues to be addressed, the group whose interests are to be advocated, or the degree to which technical expertise is important in the activities of the commission, the commissions may orient themselves to the task in a variety of different ways. Any commission may change its orientation from time to time, as conditions change, or as the leadership in the group changes; the Board does not specify an orientation or a method of approach for most commissions. We classify these various kinds of approach as follows. We do not intend these to be mutually exclusive. The items in the list are more an identification of extremes on an axis of measure than mutually exclusive choices.

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Measures of Focus.

Policy/Planning	<<----->>	Implementation
Task/Problem (Temp.)	<<----->>	Role (Ongoing)
Change (Policy)	<<----->>	Management (Evaluation)
Own Initiative (External)	<<----->>	Board/Mgt. Initiative (Internal)
Service/Profession	<<----->>	Market/Constituency

Measures of Style.

Leadership	<<----->>	Reaction/Passivity
Acceptance/Support	<<----->>	Criticism/Confrontation
Media Exposure	<<----->>	Confidentiality
Research	<<----->>	Opinion/Feeling
Formal Reports	<<----->>	Informal/No Comment

Sources of Cost.

We noted above that all groups, even those organized completely externally, impose a cost on government. The minimal cost is an indirect cost: that is, the cost of information. County and other paid officials perform work to supply the commission with information or to respond to commission recommendations. In addition, commissions organized by the County impose direct and indirect costs associated with performing the work the County asks of them.

When considering the measurement of costs, one can focus on incremental costs, or on total/actual costs. Incremental costs are those amounts, usually budgeted in accounts that can be traced to the commission, which the County spends, solely as a

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result of the commission's activity, in addition to its regular, ongoing expenses. For example, commissioner compensation is an incremental cost. Measures of incremental cost exclude amounts for services and supplies that would be spent regardless of the commission. For example, they would exclude the costs of the attendance of county officials at commission meetings, since the salaries of the officials would be paid regardless of whether they attend such meetings. The County can usually compute incremental costs from the budgetary records it keeps. The Grand Jury reported \$4.9 million budgeted incremental costs for fiscal

year 1986-87. Since budgeted funds need not be spent, the amount does not measure actual incremental costs. It is, however, an accurate indicator of the magnitude of such costs.

Measures of total cost include all amounts attributable to commission activity. They include the cost of space, the cost of work performed for the commission by staff or by county officials, and all indirect costs of maintenance, management, and administration. The county does not typically keep records of total costs attributable to a commission's activity. Employees do not generally keep detailed records of how they spend their time, and the indirect administrative costs attributable to commission activity are not recorded in separate accounts. Consequently, the total costs of a commission must be estimated. The most recent documented attempt to do so for all county

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commissions was accomplished by the Grand Jury in 1967. At that time, the number of Board commissions was 88, and the estimated total cost was \$ 1.7 million.

The paragraphs below define each source of cost attributable to the operations of a commission.

Commissioner Compensation. The County frequently compensates members of commissions for the time and expense of their service. The form of compensation is a stipend - a fixed amount to be paid per meeting attended by the commissioner. Stipends range from \$25 to \$250 per meeting. The total amount is budgeted as a direct expense, based on the number of commissioners and the maximum number of meetings specified in the ordinance creating the commission.

Commissioner Expenses. In a few cases, the County provides means for commissioners to recover travel expenses associated with their work for the County. When the work of the commission requires extensive local travel, the County may supply a car and driver for commissioner use.

Staffing. The County provides staff services for commissions in a variety of forms. At a minimum, some County employee prepares and distributes meeting agendas, notices, minutes, and other clerical or logistical support. Staffing ranges from this minimum to, in some instances, professional and technical workers assigned full time to the commission. In most cases, the staffing of a commission is added to the regular duties of an employee, so the costs must be estimated. When the County provides dedicated staff to a commission, the cost can be measured directly from budgetary documents.

Space, Services and Supplies. All commissions use County space. They conduct meetings and other business in facilities maintained by the County. This basic, minimal cost cannot be measured directly from County records, and must be estimated. The County allocates permanent office space to a few commissions. In these cases, the costs attributable to the space can be estimated using County averages and allocation rules. All commissions also use such basic supplies as letterhead stationery and business cards supplied by the County. The County may also fund specialized technical or professional services of outside contractors for commission projects.

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Meeting Attendance. Meetings are part of the nature of the participation expected of commissioners. Depending on the expectation that actions of the commission may affect them, on the need to respond to demands for information by the commission, or on the wish to supply testimony or other information to the commission, county employees and the employees of private firms paid by the County to provide a service relevant to the commission's work attend commission meetings. This is a cost. Someone else must be performing the work that would otherwise be performed by such employees, or the work is being neglected, or it is performed by the employee in overtime. Since the County keeps no detailed records of how employees spend their time, this cost cannot be measured from budgetary or accounting records. It must be estimated.

Response to Inquiries. The only reasonable source of information regarding a government's operations is the government itself. Commissions need information about the subjects relevant to their responsibilities; they cannot function without it. Therefore, someone must perform work to respond to commission inquiries. The time spent on that work is a cost. In addition, the commission may question the information supplied, wish to obtain more detail, or wish to recognize the contributions of those who did the work. In all such cases, the employees who did the work must spend additional time. These costs are typically not recorded, and must be estimated from the recollection of the people involved.

Response to / Defense from Initiatives. The output of a commission is a recommendation. It may be documented, in a report, or stated in a letter or other communication, but it is not a final action. Only the Board of Supervisors (or the governing body of some other jurisdiction) can take the final action to adopt the recommendation and order employees to implement it. In the case that affected employees disagree, they spend time in preparing replies and organizing resistance. In the case that they agree, they spend time documenting their agreement and organizing support. The costs of this time, which is generally assumed to be part of the job of a public official, are not recorded anywhere, and must be estimated from the recollection of those involved.

Summary

County government provides for extensive citizen participation through its formal commission system, in addition to its recognition of outside groups organized to interact with local government.

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We distinguish commissions from one another in the following:

<u>Form:</u>	Broadly based/special interest; citizen/expert; self-organized/officially created; single geographic area/Countywide.
<u>Link:</u>	Funded/unfunded; temporary/standing; statutory/administrative; advisory/administering; self/directed governance; appointed/nominated/elected.
<u>Role:</u>	Single task/ongoing role; administrative (function, operation, participation) / advisory (expert, problem solving, advocacy, regulation, departmental, funding, other).
<u>Orientation:</u>	Policy/implementation, task/role, change/ management, service/market, external/internal.
<u>Style:</u>	Support/criticism; research/opinion; media/ confidentiality; leadership/passivity; formal/ informal input.
<u>Costs:</u>	Compensated/uncompensated, incremental/total (commissioner expense, staffing, space, services and supplies, meeting attendance, response to inquiries, response to recommendations)

In subsequent sections, we apply this scheme to the commissions established to work on children's issues.

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COMMISSION RELATED ISSUES

Background

The use, and particularly the proliferation, of commissions in local government has always been controversial. Purists in public administration hold one extreme view. Purists in participative democratic governance hold the other. The tension between the two stabilizes the system; at the same time, it creates administrative problems.

Public administrators neither need nor want commissions. The public elects officials to determine policy and define the activities of government. In turn, the elected officials hire administrators - experts and professionals in the field - to carry out the policy. The public has ample opportunity to express its displeasure at the next election. In extreme cases, recalls, petitions, lawsuits, and initiatives are available. What business would appoint 94 freestanding associations to second-guess its managers? Better to replace the managers. Certainly the Constitutional right of free association and the right to petition the government permit unlimited formation of such groups, but this does not mean that they have a call on the resources of the government. Some citizens' commissions are useful - if they act as lobbies for bureaucratic or professional interests, and if they are kept to a minimum.

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Many County departmental professionals believe that commissions are helpful adjuncts to the political system, when they assist the technical people with political problems or the Board with problems it cannot reasonably resolve unilaterally. That is, the commission is to be a "buffer" for the Board to buy time on some issue, or is to advocate and assist a departmental (or union) point of view on an issue by supplying public relations or information on the question. Alternatively, the commission is viewed as a lobby for a special interest group or a group of service providers, when it is not a lobby for county officials. This peculiarly bureaucratic view of commissions cannot be found in the formal ordinances and Minute orders of the Board, so we can cite no examples. It does, nonetheless, represent a widely held, albeit cynical, view of those commissions which are composed primarily of representatives of a particular service, such as the Hospital Commission (doctors) or the Judicial Procedures Commission (lawyers).

Similarly, there is no need for special efforts to coordinate. The elected governing board appoints each department head for specific purposes, and appoints the Chief Administrative Officer to "coordinate the administration of all departments, services, institutions or districts under his supervision" ... and to "plan, coordinate, set priorities, and monitor all data

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processing functions in the county."⁴

At the other extreme, citizens know that they must exercise direct participation in the affairs of government to preserve basic freedoms in a vehemently individualistic society. The basic points were made by Alexis de Tocqueville in 1835:

"It is difficult to draw a man out of his own circle to interest him in the destiny of the state, because he does not clearly understand what influence the destiny of the state can have upon his own lot. But if it is proposed to make a road cross the end of his estate, he will see at a glance that there is a connection between this small public affair and his greatest private affairs; and he will discover, without its being shown to him, the close tie that unites private to general interest. Thus far more may be done by entrusting to the citizens the administration of minor affairs than by surrendering to them in the control of important ones, towards interesting them in the public welfare and convincing them that they constantly stand in need of one another in order to provide for it.... Local freedom, then, which leads a great number of citizens to value the affection of their neighbors and of their kindred, perpetually brings men together and forces them to help one another in spite of the propensities that sever them."⁵

"In democracies, ... the sovereign power is not only supreme, but universally present. The American functionaries are, in fact, much more free in the sphere of action which

⁴County Code, 2.08.060 and 2.08.080.

⁵Alexis de Tocqueville, Democracy in America, edited by Phillips Bradley, Vintage, New York, 1958, Volume 2, 111.

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the law traces out for them than any public officer in Europe. Very frequently the object which they are to accomplish is simply pointed out to them, and the choice of the means is left to their own discretion."⁶

According to this view, continuing, persistent and ongoing participation in the affairs of local government is necessary to preserve freedom in our vehemently individualistic society. Therefore, the more commissions the better. Everyone adds something to the general melee, and the election of the officers who make the final decisions prevents any single perspective from dominating for too long. Monopoly is no better in government than in private markets. The technocratic lock on the provision of public services must be checked by constant, probing challenge by citizens.

Organizations of professionals to coordinate their functions with those of other agencies and other jurisdictions are also necessary. The county Board of Supervisors has little or no influence over the actions of the 85 cities, 94 school districts, and 600 independent special districts in the County. In fact, the reverse is true. Other units of government can have significant influence over the county by effective lobbying of the State government, which controls most county policy. Inter-

⁶ibid., Volume 1, 217.

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nally, the CAO never has coordinated and does not now. The CAO has no efficacious power to discipline department heads, and cannot coordinate their activities without it.

In summary, one extreme view of local political and administrative systems would keep citizen participation in the commission form to a minimum. Elected officials set policy and hire people to carry them out. The control is in the vote. If commissions cannot be eliminated, they should be co-opted. A contrasting extreme view is that commissions provide the only effective means to keep the power of government under control and to ensure an informed and interested electorate for voting.

Issues

Since commissions can form for any purpose, and since it is essentially an act of citizens rather than of professional service providers, there are few controls on proliferation and continuation of their operations. Consequently, commissions may become duplicative or redundant, may fragment a service system, or may become a nonproductive source of cost. We define the various issues below.

Duplication. We define duplication as performing the same work for the same constituency or clientele. Commissions can be duplicative for several reasons. First, such advocacy commissions as the Commission for Women may duplicate the work of such problem-solving or departmental commissions as the Commission on Aids and the Hospital Commission, since some women suffer from AIDS, and others are served in county hospitals. The work may be duplicative, and the resulting recommendations to the Board of Supervisors may conflict. The same is true in any areas where advocacy for a constituency crosses several departmental or service program lines: veterans who are disabled, children with AIDS, communicable

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diseases in schools, and so forth. Second, commissions may be duplicative because they address the same issues related to the same problem area - that is, have identical missions. For example, the Grand Jury pointed out that the missions of the Commission on Obscenity and Pornography and the Task Force to Curb Pornography seem to overlap.

Fragmentation. We define fragmentation as working on the same issues related to different groups, or working on different issues for the same group. For example, the Department of Health Services has six active commissions. In a sense, they fragment the unified approach to a single departmental mission. Similarly, the categorical financing system for many county operations tends to create multiple groups, many with nearly identical memberships, to perform similar fund distribution functions. For example, the Justice System Advisory Group, the Interagency Council on Child Abuse and Neglect, and the Delinquency and Crime Commission allocate funds for similar kinds of purposes, with subtle categorical differences originating with the funding agencies. This fragments the county's system of service programs, particularly since they may all use slightly different allocation formulas.

Permanence. Commissions may continue in operation long after the social or governmental purpose for which they were created has faded into oblivion. This applies especially to commissions created to address a specific problem or timely issue on which the Board of Supervisors has little information; it may apply to commissions established to create a program or to monitor the effectiveness of an existing program. The problem is severe for commissions with assigned staff, since the staff has an economic interest in continuing the work of the commission.

Efficiency. Commissions may be a necessary element of local government, and they may be a desirable means of providing information and analysis that the government could not obtain in any other way. However, they are one of the least efficient means available to perform work. Without staff, the commission must obtain information by the use of hearings, in public according to California law. Commissioners must then review, summarize and analyze the information on their own time, regardless of any business or personal responsibilities. The commission must meet in public session to develop its formulation of a position and to work towards a consensus, and must then communicate its findings to the Board of Supervisors. If there are objections by those affected, the commission must perform further work to respond. With staff, the work of the commissioners themselves may become more efficient, since they no longer are required to spend significant amounts of time on details of data

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gathering and review; the process of the group is no more efficient, since the staff must perform the work anyway. Most commissions are working in areas that require information that is not available in a suitable form from the government. Someone must perform work to obtain and report the information. Inefficiency is built into the system: the government will not produce this work itself, and will not provide the kinds of resources needed to produce it efficiently.

Cost. The issue of cost is a significant one. Just the direct budgeted costs of commissions studied by the Grand Jury amounted to \$4.9 million in 1986-87. The real costs are orders of magnitude higher.

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TABLE E-1

RELEVANT COMMISSIONS AND BOARDS

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>CITIZENS' ADVISORY COMMISSIONS</u>				
Adoptions Commission	Consult / advise Department and Board of Supervisors on Adoptions, conduct studies as requested, cooperate with external agencies	Five citizens appointed by the Board of Supervisors; style is extremely supportive; network connection with Institutional Inspection Commission (?)	\$3,000	This is a highly constructive fund-raising group. The Department of Children's Services can provide unification between its programs and those of the Children's Services Commission
Alcoholism Commission	Participates in planning alcohol programs; advises the Board and the Administrator on policies and goals of the county programs.	Fifteen by the Board, excluding service providers	\$9,000 36,998 \$45,998	The cost is appropriation only. Since alcohol abuse is frequently implicated in domestic violence, this commission is relevant as a resource for the CSC.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Arboreta & Botanic Gardens Board of Governors	Advises Board and Director on policies in all facilities and on the development of programs and goals and priorities; raises funds; studies and evaluates programs	Fifteen by the Board, no restrictions	\$0,000	Cost is appropriation. This group functions as a significant fund raiser; also, it could be a resource for the programs initiated by DCS and CSC
Beach Advisory Commission	Reviews Beach Projects and advises the Board of Supervisors	Twenty citizens and experts who support conservation, appointed by Supervisor Dana	\$0,000	The reason for including this group is that it could be a resource for children's program definition / development
Business License Commission	Advises the Board on business licenses; investigates and reports on matters of public health and morals and welfare referred by the Board; regulates philanthropy and charitable events	Five by Board, no Limits	106,330	This group is relevant since it regulates the various bars and dance halls catering to young people and since it is charged with the regulation and encouragement of philanthropic activity. It can also be used as a resource in programs designed to curb pornography affecting children.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Children's Services, Commission for	Advises the Board on programs for children at risk; recommends improvements of county policy to improve children's services; links to all departments providing services to children	Fifteen citizens appointed by the Board; no service providers. The style is advocacy, extremely contentious and somewhat controlling.	\$ 9,000 71,007 200,000 \$280,007	The \$200,00 cost element is an estimate of the cost of departmental staff time.
Curb Pornography, Task Force to	Reports to the Board on focused issues of pornography and law, particularly where legal initiatives are tracked in the courts	Thirteen <u>ex-officio</u> , from County Counsel, DA, Sheriff, and interested citizens' commissions, including the Women's Commission	0,000	The costs would be limited to the time of officials serving. This is included as a potential resource for the CSC to use for program initiatives, if linked properly to ICAN
Day Care Committee	Recommends to the Board a self-supporting pilot day care program for County employees	Thirteen <u>ex-officio</u> , from labor, citizens' commissions, schools, CAO, and others. Style is program development. This may now have been superseded by the CSC oversight function	\$0,000	The relevance of this group highlights some of the central issues - who are "children at risk" and to what extent does the county government function to provide leadership to the entire community? The County has announced the opening of its first day care center for employees children.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Delinquency & Crime Commission	Advises the Board and the Department of Community and Senior Citizens' Services regarding delinquency policy; assists the Board in distributing funds of categorical California Delinquency and CYA programs	Ten appointed by the Board of Supervisors; no restrictions	\$ 6,000 74,940 \$80,940	This is a case where a citizens' commission, rather than an interagency coordinating council, assists in inter-district funding. The <u>function</u> is the same as ICAN's, (and others), and the population overlaps with the Children "at risk" category
Developmental Disabilities Prog. Board	Protects and advocates the rights of people with developmental disabilities, acts to protect, investigate and gather evidence of denial of rights, review policy and recommend improvement, assist the State council in preparing plans, recommend licensing and other policy, evaluate programs	Seventeen, twelve by Board, and five by Governor, including half recipients and half general public. Mandatory.		Cost information not available. Staff is publicly funded. This group overlaps the others in the sense that children who are developmentally disabled may be victims of abuse or neglect, or their disability may be the consequence of abuse or neglect, including peri-natal abuse and neglect.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Disabilities, Commission on	Advocacy and policy for disabled people; cooperates with outside organizations; advises the Board on needs	Sixteen appointed by the Board, including people with disabilities and people with expertise and / or professional responsibility for disabled people; also, <u>ex-officio</u> six departments of the county	\$ 3,800 49,857 \$52,757	A merger of ICAN and the CSC could look like this. The function of this group is quite similar to that of CSC, except for the population served (and except for the clear focus here on experiential expertise, which is not present on CSC).
Education, Board of (L.A. County)	Advises the Board on the budget and operations of the County Superintendent of Schools	Seven appointed by the Board of Supervisors, plus <u>ex officio</u> the Superintendent of Schools as Secretary and Executive Officer. This is a mandatory body. Los Angeles County differs materially from most other counties in California, where both the Board and the Superintendent are elected.	\$36,750	The functions of this board overlap those of the CSC in many respects. It is a citizens' board, and it advises on county activities affecting children "at risk", both narrowly and broadly defined; it influences policy as it may affect all school districts in the county.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Emergency Medical Services Commission	Advises the Board and the Director of Health Services on the policy for emergency medical care, including criteria for program evaluation, studies of elements of the program, and other information and studies.	Sixteen appointed by the Board, including eleven experts nominated by professional and trade associations. This is a mandatory group.	\$0,000	The cost is not credible. This group is relevant because a) it clearly influences policy affecting abuse, b) the Board has referred specific children's issues to it recently, and c) its role overlaps all population groups as policy may affect them differently. It is a clear source of policy input for the CSC.
Hospital Commission	Consult and advise the Board and the Director of Health Services on patient care policies and programs, conduct studies, and act as liaison with outside groups	Fifteen appointed by the Board, no restrictions. In practice, this includes a good number of physicians and hospital people, LACMA linked.	\$ 5,000 38,998 41,998	This provides a strong institutional / community link. It could be a major resource for the CSC.
Institutional Inspection Commission	Visit and inspect and report to the Board on the conditions in jails and lockups, including probation and toy-loan facilities	Ten appointed by the Board, no restriction, and <u>ex officio</u> the Sheriff and the Probation Officer	\$ 0,000	In this instance, the zero cost is very nearly credible. The Commission has developed programs for youth (in corrections) using the JTPA programs for training; it could be a significant resource for the CSC

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Judicial Procedure, Commission on	Recommend changes in judicial administration and connect with outside groups	Fifteen appointed by the Board, at least five of whom are not lawyers (the rest usually are). <u>EX-officio</u> , five officials of the court system.	\$ 6,000 49,157 \$55,157	The costs include direct appropriations only. This group collaborated successfully with the CSC on the needs for Dependency Court
Justice System Advisory Group	Recommends to the Board the recipients of block grant funds, evaluates programs and reports to the Board	Twenty one, including <u>ex-officio</u> members of justice and law enforcement agencies, some service providers (from each Supervisorial District), and including some interjurisdictional, and the Chairperson of the Probation Commission	\$0,000	The composition and roles and functions are about the same as ICAN and the DCC. The source of funds is different. The cost is not zero - someone must be staffing this in order for it to function.
Local Government Services, Commission on	Recommends intergovernmental jurisdictional alternatives for local government service	One by each Supervisor, two by Mayor of Los Angeles, three by President of LA City Council, three by League of Cities	\$0,000	As presently operating, the costs of this group are minimal, because the CAD does little for it. It could be a <u>citizen</u> alternative to ICAN and its analogues - i.e., role of schools, role of law enforcement, role of social welfare agencies, etc. This group was initiated by the Edelman/Bernardi agenda to create a CITY-COUNTY consolidated form of government

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Local Suppression of Drug Abuse in Schools Advisory Comm.	Enhance apprehension, prevention and education efforts and resources on drug abuse and drug trafficking around schools, including family oriented programs with participation of community-based organizations and other detailed programs	Interagency appointed by the Board of Supervisors, indefinite number, but including law enforcement of city and county, citizen participants on other committees, and school officials. This group has a clear program orientation	\$0,000	The cost figure means that no funds have been appropriated; costs would include the time of local officials, plus any new program development effort that may be involved
Mental Health Advisory Board	Statutory to review & evaluate mental health needs, the Short-Doyle plan, and the process of developing them; advise Board on appointment of the Director of Mental Health	Statutory, seventeen <u>ex officio</u> (voting) - one Supervisor, at least nine citizens (of whom five are directly interested in receiving services, including one who is a recipient), no more than two service providing agencies, and five professionals (two physicians and no more than one from each of the other professions)	\$ 0,000 88,533 \$88,533	The cost is the direct appropriation for staff; commissioners are not compensated. The cost does not include time of executives and line staff in attending meetings or producing material for review and study. This commission is one of those that would have to be directly involved in any approach that would correct deficiencies of mental health performance as defined by DCS or CSC
Music and Performing Arts Commission	Recommends to the Board those community-based music and performing arts programs which should receive funds from the County	Fifteen by Board, no limitations	\$1,121,428	The cost is gross appropriation for the program; net is \$878,428. This is included as a potential resource for CSC.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Narcotics and Dangerous Drugs Commission	Recommends programs for enforcement of laws, stronger legislative programs, stronger operating programs for treatment and enforcement, participates in planning, participates in Short-Doyle plan...	Twenty, including three by Board of Supervisors, one by Mayor of Los Angeles, one law enforcement agency, two services providers, one educational agency, but not more than one third recipients or providers	\$12,000 47,808 \$59,808	The cost is direct appropriation only. This is a potential resource for CSC and for ICAN; it overlaps with Mental Health Advisory, except that it is a citizens commission primarily.
Nutrition, Los Angeles County Task Force on	Studies and reports on nutrition as a factor in reducing criminal behavior	Fourteen by Board of Supervisors, no limits		No appropriation, but the membership includes paid county officials. This is included as a potential resource for the DCS and CSC.
Regional Library Councils	Advise the Board and the Librarian on matters of library policy, administration and operation, and makes suggestions and recommendations for improvement	Eight councils; each council has representatives from each city in the region, and the Board appoints one member each library in an unincorporated area		No information on costs. This does not seem to be a well recognized group - six of the thirty two Board appointees are vacant. It could be a resource for the CSC
Obscenity & Pornography Commission	Assists law enforcement officials in campaign against distribution of pornography; assists with legislative program and community liaison	Fifteen, by Board of Supervisors	\$4,500 74,940 \$79,440	Cost is appropriation only. This is a potential resource for the DCS and CSC

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Parks & Recreation Comm.	Advises Board, Director, and other county officials on parks and recreation facilities and programs, except beaches	Five, by Board of Supervisors, no limitations	\$0,000	No appropriation, except that the commission is staffed. This is included as a potential resource for DCS and CSC, particularly as the necessary programs in day care may include some programs and facilities in parks.
Prob. ion Committee	Advises the Chief Probation Officer	Ten, by Board of Supervisors, no limitations	\$ 8,250	Appropriation includes commissioner compensation only - not department time. This is included as a potential resource for the CSC.
Public Administrator Public Guardian Advisory Commission.	Advises the Board (and departments) on systems, procedures and controls for effective estate administration	Five, by Board, including trust officer, attorney, auditor, E & E Commission, and Chamber of Commerce	\$0,000	Cost is probably minimal - this commission has been used by the PA-PG to assist. The PG is now in the Mental Health Department, and some wards (LPS and Probate) are children. Also, effective administration of decedent estates by the Treasurer (PA) can affect the welfare of children, since the State may diminish or seize estates when a parent or guardian dies intestate.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Public Health Commission	Advises Board and Director on matters of public health, including communicable disease, school and other inoculation programs, environmental health, and so forth	Five, by Board of Supervisors, including if possible medicine, education, business, municipal government, and a Women's group	\$ 3,000 37,832 \$40,832	Appropriation is for commissioners and direct staff, but does not include departmental time. This group influences important programs for children, and is included as a resource for the CSC. In addition to the obvious, it is relevant to teenage pregnancy, AIDS, and the homeless families with children
Public Social services, Commission for	Advises Board and Director on al matters, including financial assistance and social services; conducts studies and hearings, assists with legislative program	Fifteen, by Board, with (as far as possible) management experience, excluding county employees, and including at least one recipient or a nominee of a welfare rights organization	\$ 4,500 20,831 \$25,331	Cost is direct appropriation only. This overlaps CSC and ICAN (except it has no public officials on it). This group is a resource for children who are homeless or whose parents receive aid. Direct interest in teenage pregnancy and AIDS. Also, through GAIN, direct interest in child care.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Risk Management Advisory Committee	Provides expert counsel and citizen objectivity to the Board and the CAO regarding risk and insurance programs	Nine by the Board, including one practicing risk manager, one safety or loss prevention specialist, one academic with insurance specialty, and one broker or agent not doing business with the county	\$0,000	The cost is not credible; the committee is staffed by the CAO. This committee could be a resource for the CSC, especially in cases where the County officials or counsel cannot find a means to implement CSC recommendations
Self Esteem and Personal and Social Responsibility, Task Force to promote	To help overcome the problems of crime, violence, substance abuse, teenage pregnancy, child abuse, welfare dependency, and the failure of some children to reach their potential	Twenty two by the Board, including three by each Supervisor (chairmen to be named by Board), Sheriff, Superintendent of Schools, Probation, Health, Children's Services, DPSS	\$0,00	This is a new group, as of November, 1987; most positions are vacant and no costs are attributable. This is a clear case where the Board has duplicated / overlapped the Children's Services Commission. This group could be a resource for the CSC

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Teenage Pregnancy, Task Force on	Examine how effectively county government, private organizations, and schools work together to educate teenagers to avoid pregnancy, and to mitigate the impact on their lives when pregnant, and recommend improvements	Twenty two appointed by the Chief Administrative Officer, including representatives of the DCS, PSS, DHS, DMH, public and private service providers, and other county departments	\$ 0,000	This commission finished its work and the report was adopted. Since no work was being done on implementation, the CSC has now taken it up. The cost is not known. However, almost all the appointees were public officials or people who derive income from services paid for by the county. The staff was provided by the CAO
Women, Commission for	Represent advocate special interests and concerns of all women; use hearings and forums to study discriminatory conditions; coordinate women's groups; investigate complaints; recommend procedures, programs and legislation	Fifteen by the Board of Supervisors, with demonstrated leadership capability and knowledge of the field, and reflecting the diversity of the population of women	\$13,500 89,971 \$103,471	The cost includes appropriation only. The concerns of this commission overlap those of the CSC and the Domestic Violence Council
Youth, Commission for	Advises the Board on the needs and concerns of young persons, including health, education, employment, recreation, delinquency, and family relations	Twenty, including fifteen youth between the ages of 14 and 20 (at appointment) and five adults over 21	\$ 5,780 74,940 \$80,700	Cost is appropriation only. Staffing is in the Department of Community and Senior Citizens Affairs. At present, this commission is used mostly for youth programs - awards and the like. The Board's instruction asks all departments to cooperate.

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TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>GOVERNING BOARDS / CITIZEN-COMMUNITY COORDINATION</u>				
Coastal Community Mental Health Center/ South Bay Mental Health Service, Citizen Governing Board	Establish general policy for the South Bay CMHC and Mental Health Service; to interface with other boards and commissions affecting the planning and provision of services, including the MHAB and Alcoholism Commission; use hearings and forums to obtain citizen input	Sixteen by Board, no limits	\$ 0,000	The cost is the reported appropriation. This has a clear link to the concerns of the CSC regarding mental health services
Community Action Board	Recommends allocation of community services block grant funds; recommends major policy, goals program and personnel of Community Action Agency; establishes annual program priorities	Five public sector by Board of Supervisors; five elected at large to represent the poor; five private sector selected by the other members		No information on costs. This is a potential resource for DCS and CSC in implementation of program initiatives
Community Development Commission Board of Commissioners	Prepares redevelopment plans in project areas, and adopts them	the Board of Supervisors		When acting as the CDC, the Board of Supervisors introduces physical changes in local areas, which may or may not include areas of significant impact to children (or children "at risk"

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
La Puente Community Mental Health Center	Implements general policies for the La Puente MH Center (PL 94-83)	Fifteen appointed by Board, nominated by the Director of Mental Health		No information on costs. This is a potential resource for DCS and CSC in implementation of their program initiative in the Mental Health system
South Bay Hospital District	Establish and maintain health facilities located within a special taxation district	Elected by public, appointed by the Board in cases of uncontested or null elections		No information on costs. These are a potential resource for CSC And DCS in implementing initiatives in the health field, where new programs or facilities may be needed within a district.
South Central Social Services Corporation	Provide funds and cause construction of offices of DPSS in South Central LA	Elected by members of the Corporation		No information on costs. This is a facility NPC created in 1970. Maybe a resource for DCS and CSC

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>EXTERNAL / PROFESSIONAL OR STATE LEVEL</u>				
Children's Budget Implementation Committee	Assists the CAO and Board in obtaining consensus of appropriate parties on a strategy to implement the recommendations of the Roundtable for Children [adopted by the Board in July, 1988]	Institutional, self selected, chaired by CAO and representative of the Roundtable; includes DCS, DHS, CPO, DMH, DPSS, Superior Court, United Way, Calif Community Foundation, ICAN, CSC, and the Association of Children's Services Agencies		Costs are not known. Substantial staff support from the CAO and County departments. This group is about to become institutionalized in the county, as the CAO's means of integrating the various interests without confronting the issues that have to do with control
The Los Angeles Roundtable for Children	Identify overarching issues affecting all children and families; gather salient information about children and families; develop and maintain a coalition of volunteer and professional leaders that can impact public policy on behalf of children.	Includes leaders of public and private agencies, volunteer/civic organizations and university faculties and functioned on an entirely volunteer basis from 1983 through 1987. Incorporated in 1987 as a non-profit public benefit organization, headed by a Board of Directors. Contributing members hold monthly meetings on major issues affecting children.		The USC School of Social Work provides services and supplies without charge. In addition, substantial support from the CAO and County agencies includes staffing and meeting attendance time. This organization is the professional lobby for the field. It is a potential resource for both governmental and non-governmental organizations.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
State Government Organization and Economy (Little Hoover)	Advises the Legislature and the Governor on recommended improvements of State government efficiency	Statutory mix of legislators, Governor's appointees, and citizens appointed by the Legislature and the Governor.		Independently staffed. This group produced a major report on children's services in the State last year. Positions on the recommendations reflect ideological division as well as the division between advocates of citizens' commissions and advocates of interagency councils

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>EXTERNAL / COMMUNITY SUPPORT</u>				
Community Child Abuse Councils	Interdisciplinary coordination of services at the community level, with particular focus on prevention	These are professional networks of the various people involved in child abuse prevention and treatment, including public and private, sometimes formed as NPC's, and always including public employees		The public cost associated with these groups is the amount allocated to them in grant funds for projects. Otherwise, it includes the time of the public officials who are involved in their operation. These are a potential resource for DCS and CSC in implementing their initiatives
Foster Care Network				
Foster Parents Association				
Perinatal Substance Abuse, Council on (Health Services)	Encourage / facilitate communication among perinatal health care providers, substance abuse treatment programs, and related social service agencies; education, research, legislative advocacy; develop guidelines.	Voluntary, membership at \$30 / \$60. Executive committee has six public health professionals. Roster has 128 members.	,	This council was sponsored by Supv. Edelman. It is voluntary. Otherwise, it clearly duplicates the work of the various CSC, DCS, DHS, and ICAN subcommittees, as well as the various drug abuse programs.
Sudden Infant Death Syndrome Advisory Committee (Health Services)	Forum for input to the State SIDS Information and Counseling Project	Voluntary, non-profit membership, elected by membership	,	The State project is funded with an appropriation. The local costs are the time of the participants.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>PHILANTHROPIC</u>				
ICAN Associates	Raises funds for programs and events recommended and/or endorsed by ICAN, for the benefit of children who have been or are likely to become victims of child abuse and/or neglect; these include community based treatment and prevention programs, annual events for MacLaren Hall, and facility improvement at MacLaren Hall	Board elected by membership.	\$197,078	Expenses 1987. Revenues were \$222,425; fund balance is \$76,823. This overlaps / duplicates UFC; also, plans are now afoot to create a third fund raising NPC for the DCS
United Friends of the Children	Prevention of cruelty to children; support for community programs; including primarily support for MacLaren Children's Center	Board elected by members	\$297,235	Expenses 1988. Revenues were \$442,071; fund balance is \$332,058. This overlaps / duplicates ICAN Associates; also, plans to create a third NPC for DCS are mystifying

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>INTERJURISDICTIONAL / INTERAGENCY COORDINATING</u>				
Child Sex Abuse Crisis Center Executive Board and Steering Committee (Children's Services, Health Services & Mental Health)	Establishes policy for the Child Sexual Abuse Crisis Center, manages funding of OCJP	Sheriff, County Counsel, Children's Institute, Health Services, Child Crisis Center, District Attorney, Probation, CAO, CCJCC, Public Defender, Mental Health, Dependency court, ICAN, Board deputies, and other private and public service providers. Chairman is the Director of DCS	\$300,000	Reported cost is grant from OCJP only; costs of public and private officials not included. Staffing is in CAO, through CCJCC. This one seems to duplicate / overlap everything. It has an executive board of about 50 members. This may be a model for the development of interdisciplinary and interagency program boards as may be proposed by DCS and CSC.
Children's Services Planning Council	Community Outreach / Public Private Partnership for DCS; advises on policy, program planning and development, advanced planning for abused and neglected children and their families.	City, county and state agencies, private service providers.	,	Cost not known. Staffed and attended by DCS; attended by interested parties whose income comes from DCS. This group overlaps ICAN in membership; it duplicates the others in function, except that it is internal to the department and has a partnership mission. This group is apparently not highly active at this time.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Countywide Criminal Justice Coordination Committee	Interjurisdictional and interagency coordination of criminal justice programs, including especially court congestion, jail overcrowding, and	Chaired by Chairman of Board of Supervisors; Sheriff, LAPD, U.S. Attorney, Assn of Chiefs of Police, Mayor of LA, City Council of LA, CAO of LA, CAO of County, Data Processing Dept, League of Cities, Superior Court, Municipal Courts, Marshal, Public Defender, DCSCS, and a cast of thousands	\$233,725	Cost is actual staffing only; it excludes the cost of meetings and homework by the public officials involved. Staff is in the CAO's office. This may be a logical focal point for consolidation of the various duplicative interagency coordination functions that have similar structures and roles
Domestic Violence Council	Studies problems of family violence; recommendations regarding coordination of education, training, and programs; legislation;	Thirty nine, including 19 public agencies and 19 private agencies. The public agencies include Comm for Women, DCSCS, DHS, DMH, DPSS, DA, Muni Court, PO, PD, Sheriff, LAUSD, Superior Court (Dept 8), DCS, City Attorney, City Comm Women, LAPD, MAyor / CJPO, Long Beach, and AG. The private agencies include service providers, ethnic and community, and LA Bar.	,	The cost is not known; the Council is staffed by the DCSCS, so the cost is not zero. This is the oldest of the various groups - it was formed right around the same time as ICAN. It has the same membership as ICAN, except for a few details, and its functions are similar. The population and the issues considered are broader than ICAN and CSC: including <u>family</u> as well as children's issues.

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TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Drug Abuse, Task Force on	Provides interagency and coordination regarding drug abuse problems	Twenty one <u>ex officio</u> , structured of about the same membership as ICAN	\$0,000	The cost would be limited to the time of the officials. This is a clear candidate for unification with ICAN, except that the population is not as restricted. Also, this group should be viewed as a resource for the CSC.
Indian Commission, Los Angeles City-County Native American	Advocacy and program review for native americans	Fifteen; five by Supervisors, five by City of LA, five by indian Community	\$ 5,400 70,853 \$78,253	Cost is appropriation only. This group will be concerned about any policy that would affect native american children, and could be a resource for DCS and CSC

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Inter-Agency Council on Child Abuse & Neglect (ICAN)	Forum for interagency communications and coordination related to the protection of children; training of professionals, recommendations of new services, facilitate implementation of programs, increase public awareness, encourage and facilitate community support for child abuse/ neglect programs; assists the Board in allocating categorical funds granted by state authority of AB 1733 and AB 2994	Twenty, DPSS, DA, DOE, DHS, CPO, Sheriff, County Counsel, Juvenile Court, Superior Court, LAPD, DMH, DCSCS, LAUSD, CME, PD, DCS, LA Attorney, Calif Attny Genl, CAO, UCLA School of Medicine	\$127,787 ====	Cost is staff actuals only. Does not include total appropriation. Does not include cost of the time in meetings and other work for public and private officials funded by the County. This organization is functionally and membership duplicative of many of the others in this group, except that it specializes in child abuse and neglect issues. The funding allocation function is mandatory in those counties which have an interagency council.
GAIN Interdepartmental Steering Committee (DPSS)	Ensure that State agencies, county departments and internal divisions in DPSS are informed about the status of GAIN planning; enhances interagency cooperation and coordination of activities	Thirty one, including three State (2 DSS and 1 EDD); nine county (BOS, CAO, A/C, DCS, DCSCS, Counsel, DPD, DOE, RPD) and nineteen DPSS internal.		Cost is not known. Direct staffing costs are likely to be minimal, since this is mostly a communications group. It meets as needed.

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
<u>IN-HOUSE TECHNICAL</u>				
AB 4411 Task Force (Children's Services)				
Ad Hoc Committee for Court Approval of Psychotropic Medication (Sup. Ct.)	To develop, implement and monitor the procedures for administering psychotropic / antiseizure drugs to minors	Twelve, including Juvenile Court PJ (3), DHS (1), DMH (1), Counsel (1), PO (2), DCS (2), ACLU (1), and Group Home Association (1).	,	The cost is not known. This group has a technical purpose. Note that it is a true coordination function - it overlaps ICAN in the policy sense. It could be a subcommittee of ICAN.
Automation Steering Committee (Children's Svcs., Probation, Sup. Ct.)				
Cable Communications Task Force	Advises the Board on franchises and policy, including programs and internal cable needs	Interested county officials, as needed; convened by Facilities Management (CAO)	\$0,000	The cost is limited to the time of the officials when they meet. This is included because it may be a good resource for prevention programs, if linked properly to ICAN

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Child Abuse Task Force (Health Services)	Promotes child abuse prevention and disseminates research findings and other relevant information in the field of child abuse prevention, and to establish intervention protocols for high risk situations	About sixty, mostly medical professionals in hospitals or clinics; also includes DPSS, the Regional Centers DDD, DMH, and others when relevant.	,	This is basically a mailing list for the DHS prevention program. Some of its elements have developed into subcommittees of ICAN (e.g., Death Review). It is linked to national prevention programs with leadership in the public health community.
Child Abuse Task Force (Mental Health)	To provide a departmental forum for the discussion of child abuse / mental health issues and for developing intervention strategies, and for developing linkages with other public and private agencies	Not specified	,	The cost is not known. This group was established in 1981, but is currently inactive.
Child Care Committee (Probation)				
Countywide Coalition on Homeless Youth (Superior Court)				
Delinquency Prevention Council (Superior Court)				

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Delinquency Procedures Committee (Superior Court)	Establishes, implements and monitors Juvenile Court programs and procedures	Twenty, including PO (2), DA (2), Sheriff (3), LAPD (1), County Clerk (4), PD (2), LAUSD (1), Juvenile Court PJ (3), DHS (1), Muni Court Juvenile Traffic (1)	,	Costs not known. Membership overlaps the ICAN and others. This has a technical purpose and meets as needed.
Family Connection Project (Health Services)				
Foster Care Coordination Task Force (DPSS)				
Foster Care Task Force (Health Services)				
GAIN Child Care Development Group (DPSS)	Works with ten Resource and Referral agencies; provides a forum to discuss child care issues related to GAIN and to prepare the needs assessment; relates the GAIN issues to general child care issues in the region	Thirty one, including 12 from resource / referral agencies, four from State (DSS), Legal Aid Foundation, United Way (2), Calif Community Foundation, Child Care Administrative Services, LAUSD (3), BOS, Parks, DOE (2), DCSCS, Library, DCS.	,	Cost is not known. The committee has concluded most of its work; it is expected to meet quarterly from now on. The membership overlaps ICAN and the other interagency groups; however, the function here is specialized and concrete. This is a mandatory group (i.e., the function is mandatory).

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Hospital Screening & Placement Committee (Mental Health)				
Juvenile Delinquency Prevention Planning Council (Community Services)				
Pre-School Molested Children's Committee (Children's Services)				
SB 1195 Task Force (Children's Services)				
South Central Human Services Coalition (DPSS)				
South Central Roundtable on Youth Violence (DPSS)				

TABLE E-1 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Southern Counties Place- ment Committee (Health Services)				
Special Education Re- sources Network (Health Services)				
United Way Foster Child Health Care Committee (Children's Services)				
United Way Task Force on School Age Child Care (DPSS)				
Welfare Advisory Commis- sion (DPSS)				

TABLE E-2

CHILDREN'S SERVICES COMMISSIONSCITIZENS' ADVISORY COMMISSIONSWHOSE FUNCTIONS ARE DIRECTLY RELEVANT TO FAMILY AND CHILD ISSUES

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Adoptions Commission	Consult / advise Department and Board of Supervisors on Adoptions, conduct studies as requested, cooperate with external agencies	Five citizens appointed by the Board of Supervisors; style is extremely supportive; network connection with Institutional Inspection Commission (?)	\$3,000	This is a highly constructive fund-raising group. The Department of Children's Services can provide unification between its programs and those of the Children's Services Commission
Children's Services, Commission for	Advises the Board on programs for children at risk; recommends improvements of county policy to improve children's services; links to all departments providing services to children	Fifteen citizens appointed by the Board; no service providers. The style is advocacy, extremely contentious and somewhat controlling.	\$ 9,000 71,007 200,000 \$280,007	The \$200,00 cost element is an estimate of the cost of departmental staff time.
Delinquency & Crime Commission	Advises the Board and the Department of Community and Senior Citizens' Services regarding delinquency policy; assists the Board in distributing funds of categorical California Delinquency and CYA programs	Ten appointed by the Board of Supervisors; no restrictions	\$ 6,000 \$74,940 \$80,940	This is a case where a citizens' commission, rather than an interagency coordinating council, assists in inter-district funding. The <u>function</u> is the same as ICAN's, (and others), and the population overlaps with the Children "at risk" category

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Education, Board of (L.A. County)	Advises the Board on the budget and operations of the County Superintendent of Schools	Seven appointed by the Board of Supervisors, plus <u>ex officio</u> the Superintendent of Schools as Secretary and Executive Officer. This is a mandatory body. Los Angeles County differs materially from most other counties in California, where both the Board and the Superintendent are elected.	\$38,750	The functions of this board overlap those of the CSC in many respects. It is a citizens' board, and it advises on county activities affecting children "at risk", both narrowly and broadly defined; it influences policy as it may affect all school districts in the county.
Local Suppression of Drug Abuse in Schools Advisory Comm.	Enhance apprehension, prevention and education efforts and resources on drug abuse and drug trafficking around schools, including family oriented programs with participation of community-based organizations and other detailed programs	Interagency appointed by the Board of Supervisors, indefinite number, but including law enforcement of city and county, citizen participants on other committees, and school officials. This group has a clear program orientation	\$0,000	The cost figure means that no funds have been appropriated; costs would include the time of local officials, plus any new program development effort that may be involved

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Narcotics and Dangerous Drugs Commission	Recommends programs for enforcement of laws, stronger legislative programs, stronger operating programs for treatment and enforcement, participates in planning, participates in Short-Doyle plan...	Twenty, including three by Board of Supervisors, one by Mayor of Los Angeles, one law enforcement agency, two service providers, one educational agency, but not more than one third recipients or providers	\$12,000 47,808 \$59,806	The cost is direct appropriation only. This is a potential resource for CSC and for ICAN; it overlaps with Mental Health Advisory, except that it is a citizens commission primarily.
Nutrition, Los Angeles County Task Force on	Studies and reports on nutrition as a factor in reducing criminal behavior	Fourteen by Board of Supervisors, no limits		No appropriation, but the membership includes paid county officials. This is included as a potential resource for the DCS and CSC.
Self Esteem and Personal and Social Responsibility, Task Force to promote	To help overcome the problems of crime, violence, substance abuse, teenage pregnancy, child abuse, welfare dependency, and the failure of some children to reach their potential	Twenty two by the Board, including three by each Supervisor (chairman to be named by Board), Sheriff, Superintendent of Schools, Probation, Health, Children's Services, DPSS	\$0,00	This is a new group, as of November, 1987; most positions are vacant and no costs are attributable. This is a clear case where the Board has duplicated / overlapped the Children's Services Commission. This group could be a resource for the CSC

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TABLE E-2 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Teenage Pregnancy, Task Force on	Examine how effectively county government, private organizations, and schools work together to educate teenagers to avoid pregnancy, and to mitigate the impact on their lives when pregnant, and recommend improvements	Twenty two appointed by the Chief Administrative Officer, including representatives of the DCS, PSS, DHS, DMH, public and private service providers, and other county departments	\$ 0,000	This commission finished its work and the report was adopted. Since no work was being done on implementation, the CSC has now taken it up. The cost is not known. However, almost all the appointees were public officials or people who derive income from services paid for by the county. The staff was provided by the CAO
Women, Commission for	Represent advocate special interests and concerns of all women; use hearings and forums to study discriminatory conditions; coordinate women's groups; investigate complaints; recommend procedures, programs and legislation	Fifteen by the Board of Supervisors, with demonstrated leadership capability and knowledge of the field, and reflecting the diversity of the population of women	\$13,500	The cost includes appropriation only. The concerns of this commission overlap those of the CSC and the Domestic Violence Council
			89,971	
			\$103,471	
Youth, Commission for	Advises the Board on the needs and concerns of young persons, including health, education, employment, recreation, delinquency, and family relations	Twenty, including fifteen youth between the ages of 14 and 20 (at appointment) and five adults over 21	\$ 5,760	Cost is appropriation only. Staffing is in the Department of Community and Senior Citizens Affairs. At present, this commission is used mostly for youth programs - awards and the like. The Board's instruction asks all departments to cooperate.
			74,940	
			\$80,700	

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TABLE E-2 CON'T

CHILDREN'S SERVICES COMMISSIONSDEPARTMENTAL CITIZENS' ADVISORY COMMISSIONS
WHOSE FUNCTIONS ARE INDIRECTLY RELEVANT TO FAMILY AND CHILD ISSUES

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Hospital Commission	Consult and advise the Board and the Director of Health Services on patient care policies and programs, conduct studies, and act as liaison with outside groups	Fifteen appointed by the Board, no restrictions. In practice, this includes a good number of physicians and hospital people, LACMA linked.	\$ 5,000 36,998 41,998	This provides a strong institutional / community link. It could be a major resource for the CSC.
Institutional Inspection Commission	Visit and inspect and report to the Board on the conditions in jails and lockups, including probation and toy-loan facilities	Ten appointed by the Board, no restriction, and <u>ex officio</u> the Sheriff and the Probation Officer	\$ 0,000	In this instance, the zero cost is very nearly credible. The Commission has developed programs for youth (in corrections) using the JTPA programs for training; it could be a significant resource for the CSC
Judicial Procedure, Commission on	Recommend changes in judicial administration and connect with outside groups	Fifteen appointed by the Board, at least five of whom are not lawyers (the rest usually are). <u>EX-officio</u> , five officials of the court system.	\$ 6,000 49,157 \$55,157	The costs include direct appropriations only. This group collaborated successfully with the CSC on the needs for Dependency Court

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TABLE E-2 CON'T

<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Justice System Advisory Group	Recommends to the Board the recipients of block grant funds, evaluates programs and reports to the Board	Twenty one, including <u>ex-officio</u> members of justice and law enforcement agencies, some service providers (from each Supervisorial District), and including some interjurisdictional, and the Chairperson of the Probation Commission	\$0,000	The composition and roles and functions are about the same as ICAN and the DCC. The source of funds is different. The cost is not zero - someone must be staffing this in order for it to function.
Mental Health Advisory Board	Statutory to review & evaluate mental health needs, the Short-Doyle plan, and the process of developing them; advise Board on appointment of the Director of Mental Health	Statutory, seventeen <u>ex officio</u> (<u>voting</u>) - one Supervisor, at least nine citizens (of whom five are directly interested in receiving services, including one who is a recipient), no more than two service providing agencies, and five professionals (two physicians and no more than one from each of the other professions)	\$ 0,000 88,533 \$88,533	The cost is the direct appropriation for staff; commissioners are not compensated. The cost does not include time of executives and line staff in attending meetings or producing material for review and study. This commission is one of those that would have to be directly involved in any approach that would correct deficiencies of mental health performance as defined by DCS or CSC

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Regional Library Councils	Advise the Board and the Librarian on matters of library policy, administration and operation, and makes suggestions and recommendations for improvement	Eight councils; each council has representatives from each city in the region, and the Board appoints one member each library in an unincorporated area		No information on costs. This does not seem to be a well recognized group - six of the thirty two Board appointees are vacant. It could be a resource for the CSC
Parks & Recreation Comm.	Advises Board, Director, and other county officials on parks and recreation facilities and programs, except beaches	Five, by Board of Supervisors, no limitations	\$0,000	No appropriation, except that the commission is staffed. This is included as a potential resource for DCS and CSC, particularly as the necessary programs in day care may include some programs and facilities in parks.
Probation Committee	Advises the Chief Probation Officer	Ten, by Board of Supervisors, no limitations	\$ 8,250	Appropriation includes commissioner compensation only - not department time. This is included as a potential resource for the CSC.

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<u>Name of Group</u>	<u>Role Definition</u>	<u>Composition / Form / Style</u>	<u>Cost</u>	<u>Comment</u>
Public Health Commission	Advises Board and Director on matters of public health, including communicable disease, school and other inoculation programs, environmental health, and so forth	Five, by Board of Supervisors, including if possible medicine, education, business, municipal government, and a Women's group	\$ 3,000 37,832 \$40,832	Appropriation is for commissioners and direct staff, but does not include departmental time. This group influences important programs for children, and is included as a resource for the CSC. In addition to the obvious, it is relevant to teenage pregnancy, AIDS, and the homeless families with children
Public Social services, Commission for	Advises Board and Director on al matters, including financial assistance and social services; conducts studies and hearings, assists with legislative program	Fifteen, by Board, with (as far as possible) management experience, excluding county employees, and including at least one recipient or a nominee of a welfare rights organization	\$ 4,500 20,831 \$25,331	Cost is direct appropriation only. This overlaps CSC and ICAN (except it has no public officials on it). This group is a resource for children who are homeless or whose parents receive aid. Direct interest in teenage pregnancy and AIDS. Also, through GAIN, direct interest in child care.

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WORKING PAPER F

ROLES AND RESPONSIBILITIES
OF
CHILDREN'S SERVICES COMMISSION

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ROLES AND RESPONSIBILITIES OF CHILDREN'S SERVICES COMMISSION

This section contains a review of the roles and responsibilities of the Children's Services Commission. First, we present a brief discussion of the commission's activities and accomplishments for each role specified in the ordinance. Second, we present a detailed description of the status of each of the 1984 recommendations of the Children's Services Task Force. The significance of the task force recommendations is that the Board assigned the commission the specific responsibility to monitor their implementation.

1. "Review all programs administered by County departments which provide children's services for all children at risk."

Since the commission is advisory, the use of the word 'review' here is to be taken as 'to study', or 'to survey' or 'to examine or inspect'. That is, it is an information gathering function. In government, however, the word carries the additional connotation that links it to judicial decisions: it connotes evaluation, as in judicial review, and carries the possibility of a reversal of a subordinate's decisions (such as that of a lower court). It is thus a source of confusion in the ordinance. It specifies a role which can be interpreted improperly to subordinate a public official's decisions to the commission.

The term 'all programs administered by County departments' is appropriate for a commission appointed by the Board of Supervisors and created to inform and advise the Board on policy

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questions. The system of services to children is delivered through numerous County, city and school district agencies. The Board, however, has jurisdiction only over those delivered by the County. Therefore, the Commission's subject area should cover all programs administered by County officials. The word 'administered' is appropriate. The County provides services principally as defined by the State government: it does not have unilateral control over policy; rather, it administered programs whose main elements are defined elsewhere.

The term, 'for all children at risk' is, on the other hand, another source of confusion. 'Children at risk' is a term of art in social services, defined in law. It refers to children who are, or who should be, under the protection of the County, and to children whose circumstances lead public officials to believe that they soon will be under the protection of the County. That leaves out a large number of children, who may or may not be in contact with some County agency at some time. It excludes runaways, dropouts, chronic truants, and all children who are exposed to the lure of alcohol, drugs, pornography, or delinquent behavior. That is, it excludes populations of children who are not recognized explicitly in the current laws, but who are, in any reasonable non-technical interpretation, at risk.

Throughout its history, the Commission has struggled with the issues brought up by this section of the ordinance. Many County departments believe that the commission's role is and

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should be specifically focused on the programs of the Department of Children's Services - that is, the County's protective services for children. Indeed, the Commission has concentrated most of its effort on the Department of Children's Services. But many of the commissioners believe the focus should be on all children. Thus, the commission has accepted the responsibility of monitoring and reporting to the Board on the County's child care programs. Recently, the commission has turned to a focus on the Departments of Mental Health and Probation, in cooperation with the departmental commissions associated with those departments. So far, however, the commission has not concentrated efforts on the overall condition and welfare of all children, even though the commissioners told us that their area of concern includes children who are overlooked by the system.

The task force concludes that the ordinance is a source of confusion in the specification of a responsibility 'to review' and in the definition of its area of focus as 'children at risk'. We believe it would be better to identify this role, which is intended to define the scope of the commission's responsibilities, to

"recommend Board policy regarding all matters which affect children and youth"

That is, by eliminating the use of the word 'review', our proposal will eliminate confusion created by its connotation of subordination of public officials' decisions. By specifying 'children and youth', our proposal will clarify the scope as referring to all children in the County. 'Board policy regard-

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ing all matters' includes all programs of all departments, but also includes the broader issues that cross departmental lines, and issues that may not now be addressed by any department.

2. "receive input from appropriate community groups and individuals concerning County administered children's services programs."

To the extent to which this refers to the responsibility of the Commission to seek out and obtain information, it is unnecessary as an ordinance provision. Any commission can receive information. Commissions must receive information in order to do their jobs properly.

However, the presence of the word 'individuals' has also introduced the possibility of the commission actively intervening in the appeals and petitions of individuals whose cases are in the charge of the Court, of the Department of Children's Services, or of some other public official. While there is apparently no legal obstacle to the commission receiving such information, which is supplied voluntarily by those involved in the case, the practice creates distortions in the system of accountability of public officials:

it creates a presumption that the commission is competent to do something about a case that it hears, while the commission has no such authority, and cannot.

it makes certain cases - those brought by parties who know of the commission's interest in and activities on individual cases - a higher priority for public officials who must respond to the commission.

it creates an expectation on the part of those interested in the case that the commission's judgments will prevail, when the commission can be overruled by

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numerous elected or appointed officials.

The task force concludes that this provision of the ordinance is unnecessary and a potential source of trouble. We believe that the commission should minimize its involvement in individual cases, and gradually phase it out. The Department of Children's Services has, or should have, adequate case processing procedures. If it does not, then it would be valuable for the Commission to evaluate the procedures and recommend changes to the Board of Supervisors. Therefore, we believe this provision of the ordinance should be eliminated.

3. "Review and make recommendations to the Board of Supervisors concerning legislation dealing with children's services."

Except for the use of the word 'review', this is exactly what the commission can and should focus on, since it is one of the most effective means available to the Board of Supervisors to influence policy as it relates to children and their families.

4. "Make recommendations, as necessary, to various department heads to improve children's services."

The most effective role for a citizens' commission is to make recommendations to the Board of Supervisors. If the Board chooses to adopt the recommendations, then the effect is that the Department heads will implement them. The Board can act to ask the commission to continue its involvement by monitoring implementation and reporting to the Board. Without the Board, however, the commission has no means to ensure the efficacy of any recommendation it makes.

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5. "Make recommendations, as necessary, to the Board of Supervisors to improve children's services."

The Board is the most appropriate client for the commission; recommendations addressed to the Board, if adopted, can be enforced and implemented. However, the commission may find that it wishes to recommend changes that have little or nothing to do with services, at least in the current service system. Therefore, we believe the focus should be 'policy' rather than 'services'. It is broader than current services, without excluding services or service delivery systems. In addition, we believe that the commission should concentrate on any issues or problem areas for which the Board wants current recommendations. That is, it should be able to take up issues on its own initiative or on the request of the Board.

6. "Provide an annual report to the Board of Supervisors concerning the status of children's services, along with recommendations for their improvement, to be utilized for broad community distribution and discussion."

We believe that the commission should continue to provide an annual report. As we have stressed, however, the issues are not confined to 'services'. We believe that the report should be strategic in scope and content. Therefore, we propose that it cover the state of children in the county as well as an analysis of the commissions recommendations regarding services.

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ATTACHMENT F-1

<u>TITLE</u>	COMMISSION FOR CHILDREN'S SERVICES
<u>AUTHORITY</u>	Chapter 3.68 of the Los Angeles County Code.
<u>NUMBER OF MEMBERS</u>	Fifteen, three nominated by each Supervisor, all of whom have knowledge and experience in the area of children's services. None of whom are County employees or employees of agencies contracting with Los Angeles County.
<u>APPOINTMENT</u>	* By Board of Supervisors.
<u>TERM OF OFFICE</u>	Two years, at the pleasure of the Board.
<u>COMPENSATION</u>	\$25 per meeting with a maximum of twenty-four meetings per year.
<u>MEETINGS</u>	<p>At least once a month, with a maximum of twenty-four meetings per year, in the Hall of Administration, 500 West Temple Street, Los Angeles, 90012.</p> <p>Section 5.12.050 of the Los Angeles County Code provides that if any member (other than an <u>ex officio</u> member) fails to attend three consecutive meetings, unless excused by the members thereof, that member's office becomes vacant. The secretary shall so notify the appointing officer who shall immediately appoint a member to fill such vacancy.</p>
<u>DUTIES</u>	The Commission shall have the authority to monitor and evaluate progress in the implementation of Task Force recommendations adopted by the Board of Supervisors for improving the delivery of children's services and when necessary recommend modification of procedures to ensure compliance with the adopted recommendations. Also, the Commission shall report to the the Board of Supervisors no less frequently than every three months for the first eighteen months of implementation. Thereafter, the Commission shall report to the Board of Supervisors every six months until implementation is complete.

(Continued)

* Change
Revised 1-15-88

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ATTACHMENT F-1 CON'T

DUTIES

(Continued)

The Commission shall also:

- a. Review all programs administered by County departments which provide children's services for all children at risk.
- b. Receive input from appropriate community groups and individuals concerning County administered children's services programs.
- c. Review and make recommendations to the Board of Supervisors concerning legislation dealing with children's services.
- d. Make recommendations, as necessary, to various department heads to improve children's services.
- e. Make recommendations, as necessary, to the Board of Supervisors to improve children's services.
- f. Provide an annual report to the Board of Supervisors concerning the status of children's services, along with recommendations for their improvement, to be utilized for broad community distribution and discussion.

OATH

Not required.

07-Apr-87

TABLE F-1

BUDGET APPROPRIATIONS FOR CHILDREN'S SERVICES COMMISSION

DEPARTMENT OF CHILDREN'S SERVICES
1125 West Sixth Street-Room G-1
Los Angeles, California 90017

REGULAR ACCOUNTS

ESTIMATED 1987-88 SERVICES FROM: Board of Supervisors, Commission

SERVICES	REQUESTED FROM DCS BY BOS	AMOUNT INC BOS'S BUDGET REQUEST TO CAO	AMOUNT INC IN CAO'S RECOM
Sr. Dept. Personnel Tech.	48,545	47,612	47,612
Sr. Mgmt. Sec. II	39,195	36,779	36,779
Sec. II	26,709	26,574	26,574
Temp. Clerical	13,016	0	0
Services & Supplies	2,596	2,806	2,806
TOTAL	130,061	113,771	113,771

NOTE: Funding for the Senior Management Secretary is used to hire temporary clerical staff.

NOTE: \$9,000 for commissioners' fees are budgeted elsewhere.

4-7-87

Brian Wagner

DATE

(213) 482-2751

Phone Number

I CERTIFY THAT THIS INFORMATION IS CORRECT

NAME

DATE

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WORKING PAPER G

CHILDREN'S SERVICES TASK FORCE

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CHILDREN'S SERVICES TASK FORCE

One role of the Children's Services Commission is defined by ordinance as follows:

The Commission shall have the authority to monitor and evaluate progress in the implementation of Task Force recommendations adopted by the Board of Supervisors for improving the delivery of children's services and when necessary recommend modification of procedures to ensure compliance with the adopted recommendations. Also, the Commission shall report to the Board of Supervisors no less frequently than every three months for the first eighteen months of implementation. Thereafter, the Commission shall report to the Board of Supervisors every six months until implementation is complete." (County Code 3.68).

This contains a review of the task force, its recommendations, and the current status of its recommendations. We have added the emphasis where shown.

Children's Services Task Force

The Board of Supervisors created the Children's Services Task Force on June 14, 1983. In its action (Minute Order 81), the Board did the following in relation to the provision of services to abused and neglected children (this is paraphrased in places):

1. Instructed the CAO to study the following with the Directors of Public Social Services, Adoptions, and the Chief Probation Officer:

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creation of a separate children's services department and a children's services commission, the department to be responsible for child abuse and neglect, runaways, foster care placement, adoptions, and any other appropriate children's services.

establishment of a stronger organizational structure for the services now provided by the Probation, Adoptions, and Public Social Services Departments

consolidation of the services provided by the Probation, Adoptions, and Public Social Services Departments into one of the three existing departments.

2. Instructed the CAO to initiate the formation of a Children's Services Task Force to study the above alternatives and make recommendations to the Board relative to feasibility, cost and legislation needed to implement task force recommendations. The task force would consist of:
 - representative from each Board office
 - two representatives from DPSS
 - one from Adoptions
 - one from Probation
 - one from the CAO
 - one from the Sheriff (Child Abuse Detail)
 - one from the DA (Child Abuse Section)
 - one from the Superintendent of Schools
 - five from community based organizations
3. continued various budget issues related to implementation of SB 14 in DPSS
4. instructed County Counsel, CAO, and Director, DPSS to report on the effects of SB 14 and propose amendments to reduce county cost and allow children's services workers to spend the maximum amount of time helping child abuse victims.

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The task force presented its 49 recommendations to the Board in March, 1984. The recommendations addressed financial, operational, and legislative issues. On the structural question, a minority of the task force members proposed that the Board create a new department and a children's services commission. The Board adopted that recommendation, and the recommendations of the task force as well.

The table on the next pages lists the various recommendations, current status, and suggested ongoing work for the Children's Services or other County Department, the commission, ICAN, or other group. The recommendations are paraphrased in the table.

Basically, the task force recommendations, adopted by the Board in 1984, either have been, or are in the process of being implemented. For those that are not, the reasons are likely to be profound - that is, they either have been found to be wrong, or would be impossible, or would require legislative changes that have been proposed unsuccessfully.

Implementing recommendations is a task for public officials, not for citizens' advisory commissions. The role of monitoring implementation is reasonable for citizens' commissions, but there comes a point when it is no longer reasonable to monitor. The recommendations need to be reviewed, restated, or changed,

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or discarded after that point is reached. That point has been reached in this case. Therefore, in the table, we assume that the following is generally true:

1. ICAN is an appropriate organization for cleaning up any remaining interdepartmental implementation that needs to be attended to
2. The Children's Services Commission is an appropriate organization for restating, revising, or otherwise studying recommendations that have not been or could not be implemented
3. The Department of Children's Services is the appropriate organization for implementation of any recommendations which would affect the population of protected children and their families.

TABLE G-1

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Reduce caseloads for CSWs taking into account the specific responsibilities they carry.	The average caseload has been reduced from 47 per worker to 27 per worker, which is well within the guidelines proposed by the Child Welfare League, the National Assn. of Social Workers, and the American Humane Association.	The key words in the recommendation are the "specific responsibilities they carry." Caseloads are not independent of the internal operational structure of the department. Caseloads are high in the field work because the department uses a large number of professional social workers for internal administrative tasks. This will be corrected by vertical case management, which is opposed by the social workers.	Department of Children's Services
Study caseloads.	Caseloads are under study all the time. However, the most recent <u>measured</u> caseload study was done in 1976.	There is little point to studying caseloads until the internal structure of the Department is set, particularly as it may affect workers assigned to Investigations and to Court.	Department of Children's Services

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Implement Vertical Case Management (one worker for all stages of a single case)	Not yet implemented department wide. The pilot was expanded to one entire regional office. Its success is still being debated. The data indicated that fewer of the referrals resulted in court filings and foster care placements. However, one view is that the Dependency Investigation function should remain distinct from case-carrying functions.	This sounds good, but it has been debated in the field and in the department for decades. The unions tend to oppose it - it would mean fewer workers. More important, it assumes that a <u>case</u> can be managed by a single person. But what is a <u>case</u> ? If it is a single child, the result is multiple workers per family. If it is a family, the placement protocols for all departments could cause the worker to spread over the entire county geographically. We don't know if the pilot was designed with adequate experimental bases to support a decision.	Department of Children's Services

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Reject contracting of case management functions.	We know of no study or policy decision recommending contracting.	Same problem. Maybe the Investigations function could be contracted - but vertical case management would do away with it as an independent function. Our guess is that the <u>case management</u> would be found to be an exercise of the sovereign power of the state, and therefore not contractible anyway. That is not to say that special social work functions could not be contracted.	Department of Children's Services
Recruit, hire, etc., the highest quality of CSWs.	The present Civil Service goal is "productive, efficient, stable and representative workforce" (Charter IX., Section 30.). The Department may exceed this standard, but we don't know of any effort to do so.	The "highest quality" standard seems not to be referred to a generally agreed standard in the field. Some of the literature debates academic qualifications, but there is no agreement even on that.	Department of Children's Services

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Adopt Master of Social Work as the standard for hiring CSWs.	The MSW is not part of the minimum requirement. Also see above.	It is by no means clear that the MSW should be a standard. See above.	Department of Children's Services
Establish ongoing in-service training as a requirement.	The department has established some new training programs.	Training is overhead, and thus not high priority in the County in general. Some vigilance in maintaining such programs is needed.	Commission for Children's Services
Performance evaluations of CSWs should be referred to professional standards relevant to the agency's function and objectives	They are. The County uses goal-based performance evaluations generally.	This is fairly clearly an employee relations question that undergoes continuing scrutiny by management and labor. In the case of a departure from sound management practices, the County has well established grievance procedures available to any represented employee.	Department of Children's Services

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Ensure face to face assessment.	The department uses an initial telephone assessment, followed by face to face assessment, which is required by law.	This is governed by law. ICAN, the Commission and the department have all worked on assessment issues. It is difficult to see how they could eliminate the telephone screening altogether.	Department of Children's Services
Study and identify exit criteria.	This is an ongoing responsibility of the Court, supported by the advisory functions of the Department of Children's Services to the judiciary.	The court is an independent branch of government. The issue referred to here is that "family re-unification" was selected as the <u>social objective</u> of the State; the Court must interpret the law as presented. Thus, it is the ongoing responsibility of the Department to enhance the Court's ability to make judgments by suggesting appropriate kinds of exit criteria as times and conditions change. However, the decisions must be made on a case by case, rather than on a mechanistic basis.	Department of Children's Services

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Define unmet service needs for preplacement and family support services, including contracted services, by strengthening collaboration between public and private agencies.	At present, the primary source of revenue to support this kind of function is the AB 1733/2994 funding. Otherwise, the general belief is that very little of this occurs.	If these services are crucial, then several departments of County, City, and school government have the kinds of resources that are relevant. These would include in-home services, parent training, respite care, job training and so forth.	ICAN
Expand foster home recruitment.	We know of only the Department's pilot.	This presumes a policy decision, namely that foster homes will continue to be a major resource. Recruitment is overhead. If the County policy is to be to increase it, it must be funded. The policy question is appropriate for the Commission. The implementation should be in the Department.	Commission for Children's Services Department of Children's Services

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Increase recruitment for foster homes specialized for ethnic communities.	See above	See above. If foster homes (rather than other settings) are to be a favored resource, then concentrated effort to fit them properly to the varying needs of ethnic communities is vital. One policy question that is still open is to determine what is a proper fit.	Department of Children's Services
Use professional assessment to match child's needs with foster home capability; continue supervision.	It is generally believed that matching is still not careful. Beds are lacking for infants and teens. However, a recent placement report shows many vacancies - 1700 in foster homes, 700 in small families, and 2,000 in group homes.	The commission would be a good resource to establish matching criteria. Implementation is a matter for the department. However, some resources are also used by Probation. This would mean a bilateral effort by both departments.	Commission for Children's Services Department of Children's Services Probation Officer

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Develop foster parent training programs. Assign staff to work with foster parents to design ongoing training, which must be successfully completed.	The Department resists efforts to make foster parent training mandatory. Many foster parents do not attend training; the reasons are not clear. However, the Department of Children's Services and the Community Colleges have successfully increased participation levels, and are working vigorously together on curriculum and other joint projects.	Community Colleges are funded for training, but DCS does not provide foster parent lists usable for publicity. With the educators on ICAN, ICAN would also be a good resource to use. If the Board really wants this implemented, then the Board should adopt an order compelling the Department to release usable lists of foster parents. Community Colleges and other educators can be required to protect confidentiality if necessary. Maybe the Department could ask each recruit if they would accept being put on mailing lists (e.g. like American Express asks - a check off), and then sell the lists to any provider of parenting training.	Department of Children's Svcs ICAN

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Ensure ongoing monitoring and quality control of foster homes by licensing personnel.	We don't know of any changes.	This is a matter of inadequate state funding. If the County cannot perform adequately under the state's contract, then maybe the County should reject the contract and let the State do it.	Department of Children's Services
Train CSWs to be sensitive to minority cultural needs.	We don't know of any changes.	Perhaps the foster parents should train the CSWs.	Department of Children's Services
Establish special priority for recruiting bilingual and minority CSWs.	We don't know of any changes.	This is an area of vital need, considering the current and projected demographics. The CAO has the best County resources to design specialized recruiting programs.	Department of Children's Services CAO

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Open the Children's (Protective) Services system to all at-risk children, including runaways, chronic truants, and other status offenders. Increase funding to cover.	The system <u>is</u> open to status offenders.	The problem with status offenders is statutory. They cannot be detained under the power of the State, and they are assigned by law to the Probation Officer. Under present law, more money may <u>not</u> be needed. Programs are funded under the Departments of Community and Senior Citizens Services and under Probation. The problem of status offenders is one of the most tragic in the present system. <u>All</u> resources should be geared up to resolve it. This is an excellent example of an area where the Children's Services Commission could help the Board develop policy, the coordinated implementation of which would then be assigned to ICAN.	Commission for Children's Services

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Appoint an interdepartmental public and private task force to study the problem of status offenders, conduct a needs assessment, survey current service providers, and develop other relevant information, and make recommendations.	Not implemented.	Recently, the Board created a task force on the homeless, structured in the recommended way, but status offenders are not specified as a target population and, in any case, are not necessarily homeless. These policy questions are not appropriate for an interagency council. It would make much more sense to assign this to the Commission for Children's Services. The immediate issues are policy. It could conduct a study using resources of the CAO, Community Services, Probation, etc.	Commission for Children's Services
Examine the legal status of status offenders (601 Penal Code) to see if they should be shifted to the category of dependent children as defined in Section 300 et seq. of the Welfare and Institutions Code.	Not much has been done.	See above.	Commission for Children's Services

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<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Welcome volunteer resources and seek resources and make the community aware of the needs and goals.	DCS has established a bureau to focus on this, and it has been successful in obtaining the cooperation of several corporations in its outreach efforts.		Department of Children's Services
Maintain high fiscal priority for children's services and lobby the State and Federal governments.	The department has a high priority financially. Average children per worker has declined from 47 to 27. Revenue has increased. Excluding AB 1733/2994 funds and aid payments, costs have increased from \$89.2 million in 1985 to \$149.5 million in 1988. Net county cost has declined in this period, from \$23.8 million to \$22.9 million.	The search for improved staffing and revenue is not likely to cease.	Department of Children's Services
Staff DCS to aggressively seek special additional funding from private and public sources.	DCS has established a bureau to seek private funds and assigned an expert to find public funds. More important, <u>two</u> private, nonprofit philanthropic organizations have been active for ten years in this field. Their <u>Charters</u> do not limit them to MacLaren Hall.		Department of Children's Services

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Establish a countywide central registry of data on child <u>abuse</u> cases.	Not done.	ICAN has a data sharing committee. So do the other interagency task forces that have been formed. It would make sense, since this is a <u>systems development issue</u> that is multi-departmental, to assign its implementation (and funding) to ICAN.	ICAN
Establish a special interdepartmental committee to decide preliminary design issues.	Not done.	This recommendation is wrong. The County has an established method of developing multi-departmental systems, adopted by the Board. That method should be used. All of the committees, subcommittees, and so forth that have been formed to do this should be merged into one, forming an SPU under the county's definitions of an SPU.	ICAN
Ask Corporations to contribute technical assistance and equipment for a central registry.	Not done.	Good idea.	ICAN

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Increase public / private collaboration, including planning, on administrative and line levels, with joint training.	DCS has attempted to improve collaboration through the Children's Services Planning Council. Because of flaws in its makeup and management, it has not become a true planning council. It trouble shoots bilateral concerns between placing agencies and group homes. There is no broad planning process involving community based agencies.	These are all pretty clearly matters for departmental management. The private agencies are under contract to the county - and contracting is already collaborative by its nature. However, it is also true that the ICAN Operations network, could do an effective job of planning if given the right tools (i.e., appropriate staffing).	ICAN

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Increase the number of judicial officers in the Dependency Court to cover the workload.	The number of judicial positions has increased by 79% from 8.4 in 1984 to 15.0 in 1986. During the same period, the number of dependency reviews increased by 34% from 29,800 to 40,000. However, we have been informed that judges do not always read the reports, and that many clerks still work paid overtime.	The <u>number</u> of judicial officers is set by statute, usually contingent on the approval of the Board of Supervisors. The Judicial Council establishes the rules by which the number of positions necessary is projected. The <u>assignments</u> of judicial officers are set by the Superior Court, over which the Board has no jurisdiction. The <u>State funding</u> of the trial courts is expected to improve the overall situation of judicial staffing this year, by increasing the total number of judicial officers by several hundred.	Superior Court

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Pursue vertical case handling by attorneys and judicial officers.	The Court has implemented direct calendaring. The DA has implemented vertical case management for prosecution of sexual abuse cases. We don't know about city attorneys, County Counsel or private attorneys' panels.	The Los Angeles Superior Court has a historical bias against this kind of calendar management, so implementing it is a major achievement. They also believe that costs will increase substantially if it is fully implemented, since each court must have a bailiff and other staffing. This is a good example of a case where ICAN could function and make a major contribution.	Superior Court ICAN

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Budget for continuing education of court personnel.	The courts and lawyers have lots of continuing education, conferences, and the rest. The American Judicature Society had a major conference on child neglect and abuse last year. On the other hand, the California Bar Association and the Supreme Court have rejected plans for <u>judicial specialization</u> in the past few years. As far as we know, the County has no explicit budget for participation in this activity.		Superior Court
Make better use of the training available for the judiciary.	We don't know how much use they make of the training, and the task force report doesn't state the basis for its conclusion that they don't make good enough use of it now.		Superior Court

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Pursue methods of making judges more sensitive to the needs of dependency victims.	We don't know whether the court has done anything about this.	Everyone wants to train judges and make them more sensitive. The Superior Court sits on all the various inter agency councils that have been formed, including ICAN, and also on advisory commissions formed for the explicit purpose of providing a bridge between the Board and the Court.	Judicial Procedures Commission All Interagency Councils Superior Court

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Study regionalization of the Dependency Court.	This has been studied. A plan for new dependency court facilities has been adopted; it is not a regionalized plan.	This assumes that the structure of the court should remain as is. Some states have integrated these courts into a family court. It would make sense for the Commission to carry this study further, and to focus on policy issues that are broader than mere physical facilities. Regarding the recommendation, Superior Court has jurisdiction. Regarding the structural question, it is also a matter for the court, but the Court and the Judicial Council <u>might</u> also listen to a citizens' commission.	Commission for Children's Services
Strengthen collaboration between the court and others in the system, including the organization of an annual conference.	Not done.	An ideal project for the various inter-agency councils.	ICAN

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Revise WIC 827(a) permitting data sharing.	We think this has been done. For example, agencies providing substance abuse treatment can now disclose certain data when relevant.		Department of Children's Services
Amend WIC 308 to permit non disclosure of a minor's whereabouts to a parent.	Done.		
Amend WIC 319(a) to require the court to release a minor from custody unless the court finds cause not to.	We don't know.		
Amend WIC 364 and 366 to shift the burden of proof regarding termination of a case from DCS to the parent or guardian.	We don't know.	We don't think this has been implemented. It is not clear that it should be; to do so is to say that the police power of the State is perpetual until the parent proves that it should be terminated. This is a clear issue of public policy.	Commission for Children's Services

TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Amend WIC 350 to codify practice of taking child's testimony in chambers in the absence of the parents but in the presence of parents' attorneys.	We don't know.	Because of interest by courts and protective and criminal justice agencies in multiple jurisdictions, coordination of policy recommendations and of advocacy is needed.	ICAN CCJCC
Amend WIC 366.25(d)2 and (d)3 to provide for permanent placement in a foster home, and to establish as a goal that the child be placed in a permanent environment that best meets the child's needs.	We don't know.	After a child has been in a foster home for a while, that home may be the best permanent environment for that child. Current law apparently prioritizes placement alternatives in such a way as to cause the child to be removed for placement with a guardian who may be a stranger. As before, if this is Board policy, it is up to DCS and the CAO to carry it through in the legislature.	Department of Children's Services CAO
Amend WIC 361 and Civil 232.7 to provide for child's testimony in chambers	We don't know.	See WIC 350 above.	CCJCC ICAN

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Amend WIC 395 to provide priority for appeals of juvenile cases in the appeals court and to provide for court appointed counsel for indigents if requested.	We don't know.	The odds that the court can be subjected to a legislatively set priority seem slim; if legislation is feasible, then the CAO and DCS will have to carry it forward, preferably with support of others in the justice system.	Department of Children's Services CAO Judicial Procedures Commission CCJCC
Create a Children's Services Commission.	Done.	The recommendation carries certain responsibilities which are not legally feasible - such as "hold all involved agencies accountable for their actions, priorities, and policies...." See our recommendations on policy formulation.	
Identify a single individual as responsible for core children's services.	Moot	The issue here is how to establish accountability. See our recommendations on interdepartmental transactions.	

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TABLE G-1 CON'T

<u>Recommendation</u>	<u>Status</u>	<u>Comment</u>	<u>Assign to</u>
Develop an independent program budget for core children's services	Moot	See our recommendations.	Department of Children's Services CAO
Revise the administrative structure to be as small and as lean as possible.	Ongoing; some has been done, although the structure hardly qualifies as small and lean.	This has been accomplished in the DCS by the Adizes work. Continued effort is clearly the responsibility of the Department.	Department of Children's Services CAO
Explore decentralized service delivery models.	Ongoing; some experiments have been implemented.	The use of neighborhood service centers for this purpose should be explored further. The consolidation of related programs into agencies should also be developed further. See our recommendation on departmental structure and reorganization.	Commission for Children's Services Department of Children's Services Department of Community and Senior Citizens Services
Phase in implementation	Moot		

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CONTINUATION OF WORK TO IMPLEMENT RECOMMENDATIONS of the 1984 Task Force on Children's Services.

Following is an identification of the 1984 Task Force recommendations that should be referred to the Commission for Children for continuing monitoring, or to ICAN for implementation planning. The remaining recommendations have either been implemented or represent a managerial function that belongs with the departments. We paraphrase the 1984 recommendations. The comment, when provided, states our reasons for the referral we suggest.

Refer to the Commission for Children

7. Establish ongoing in-service training as a requirement.

Comment. Training tends not to be a high priority. Some vigilance in maintaining such programs is needed.

12. Expand foster home recruitment.

Comment. The policy question is the balance between the use of alternative resources. The Little Hoover Commission stressed that foster homes are to be favored because they are the least costly. However, many authorities promote significant increases in the amounts paid to foster homes - and state that the issue is one of the reasons for unsuccessful recruitment. This recommendation presumes a policy decision and may be wrong. Thus it belongs with the commission. Implementation of recruitment programs, of course, would be a departmental responsibility.

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14. **Use professional assessment to match child's needs with foster home capability; continue supervision.**

Comment. The commission would be a good resource to establish matching criteria.

19. **Open the Children's Services system to all at-risk children, including runaways, chronic truants, and other status offenders. Increase funding to cover.**

Comment. The problem with status offenders is statutory. The failure of current policy to address the problems of runaways and other status offenders is one of the most tragic in the present set up. The commission could help develop new policy and programs.

20. **Appoint an interdepartmental public and private task force to study the problem of status offenders...**

Comment. Ditto.

21. **Examine the legal status of status offenders for a potential shift to dependency.**

Comment. Ditto.

34. **Study regionalization of the Dependency Court.**

Comment. The Superior Court has jurisdiction here. However, several issues would be good material for the commission. In particular, the central question is whether all the juvenile and family divisions of the court should be merged into a Family Court; there are probably other questions. This recommendation is limit-

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ing because of its focus on facilities. What about other forms of decentralization? Roving judges? Space for judicial officers in group home facilities? Mediation programs?

38. Amend the statutes to shift the burden of proof regarding termination of a case from the County to the parent or guardian.

Comment. This is clearly an issue of public policy, constitutional in scope. The commission is the best place for it.

47. Establish decentralized service delivery models.

Comment. The nature and degree of decentralization are still major policy issues, ideal for the commission.

Refer to ICAN

11. Define unmet service needs for preplacement and family support services, including contracted services, by strengthening collaboration between public and private agencies.

Comment. The place for this is the multi-jurisdictional system, where there are resources to address it. ICAN has specialized in prevention programs and in family support programs, and would be a good resource for implementation.

15. Develop foster parent training programs. Assign staff to work with foster parents to design ongoing training which must be successfully completed.

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Comment. ICAN is the kind of board that can implement this kind of standard across all jurisdictions. ICAN has specialized in training programs, includes the schools, which are a resource, and has the officials who can mediate the question of whether it is feasible to make the training mandatory.

25. Establish a countywide central registry of child abuse cases (also should include neglect cases).

Comment. The data sharing operation of ICAN should be developed into an SPU for information systems; it would then implement this recommendation.

26. Establish a special interdepartmental committee to decide preliminary systems design issues for the registry.

Comment. ICAN already is such a committee.

27. Ask corporate givers to contribute technical assistance and equipment for the registry.

Comment. ICAN Associates is the kind of philanthropic association that can accomplish this, in coordination with ICAN's SPU.

28. Increase public / private collaboration, including planning, on administrative and line levels, with joint training.

Comment. This is an ICAN function, especially in its network operation.

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30. Pursue vertical case handling by attorneys and judicial officer.

Comment. All the support departments would be involved.

35. Strengthen collaboration between the court and others, including the organization of an annual conference.

Comment. This is the purpose for which ICAN was formed.

40. Codify practice of taking child's testimony in chambers in the absence of parents.

Comment. Actually accomplishing this would require collaboration of many agencies of many jurisdictions.

42. Amend statutes to permit child testimony in chambers.

Comment. Ditto.

WORKING PAPER H

MULTIJURISDICTIONAL INTERAGENCY COUNCILS:

ICAN

CSPC

OTHERS

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INTERAGENCY COUNCIL FOR CHILD ABUSE AND NEGLECT (ICAN)

This contains a discussion of the roles and responsibilities of ICAN as defined in the current ordinance. The Board of Supervisors created ICAN in February, 1977. Prior to Board action, County department and other agency heads had been meeting in a similar forum, for purposes of coordinating their functions.

Structure

The acronym, ICAN, has been used by those we interviewed to refer to three distinct components of ICAN. Although they are all part of the same organization, which is a multi-jurisdictional coalition of agencies which have compelling interest in and responsibility for child abuse and neglect, the three operate with some independence. The staff provides an integrative function. In addition, the staffs of County departments provide support in the form of information, advice, and integration. The three components are:

ICAN:	the council of agency heads
ICAN OPERATIONS:	a network of people who are employed by the member agencies to perform specific administrative functions
ICAN STAFF:	three people who are employed by the County Department of Children's Services to provide staff support to the council and the network.

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ICAN is a committee. It is not a service producing agency. It performs no public function. In itself, as a committee, it has no authority or power whatsoever. On the other hand, as a group of agency heads, ICAN represents the highest available level in the community of local and State government people with coalesced authority, power, and influence. In the models developed by the organizational development specialist, Ichak Adizes, it forms a participative organizational conduit with access to maximum authority, power, and influence to implement agency actions which put policy or problem solving initiatives into effect.¹ Similarly, the people who participate in the operations network level of ICAN, who are the agency people who specialize in children's programs, have the authority, power and influence to carry out joint decisions at their levels, given the approval of their agencies' heads.

It is important to recognize that the three components are not distinct for any formal or formally recognized reason. They should be recognized as distinct for two reasons.

First, when people refer to ICAN, they may be referring to any one of the three. It was extremely rare in our experience to hear anyone using the term, ICAN, to refer to two or all of the three components. Most use the term to refer to the staff. Some use it to refer to the Operations network. A few use it to

¹Ichak Adizes, Ph.D., How to Solve the Mismanagement Crisis, Adizes Institute, 1985, 238f.

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refer to the Board created council of agency heads. People perceive ICAN as three independent components. This situation is one of the major sources of confusion in the policy formulation process as it is understood by members of the Children's Services Commission, public officials, and private service providers.

Second, ICAN functions as three somewhat independent components, linked and integrated to some extent by the staff, but not necessarily linked in any formally recognized hierarchy. In fact, a hierarchy would be impossible. People in governmental agencies work for the agencies which employ and pay them to perform their professional work. Their participation in such councils as ICAN is voluntary. No action that ICAN takes can compel any of its member agencies to do anything at all. For example, for ICAN to adopt a standardized assessment or reporting instrument is not sufficient to compel the Los Angeles Unified School District, or any of its employees, to use the instrument. The District may choose to do so, voluntarily. When it does, it is an action of the District, not of ICAN. If all police departments in the County adopt a uniform standard for recognition of and action on child neglect and abuse, they do so not because ICAN has adopted it, even with the Sheriff as the Chairman; they do so voluntarily, as independent agencies of government.

The development and promulgation of such standards for adoption by public agencies is one of the strengths of ICAN, operating as a network, but it is not a function of the council creat-

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ed by the Board of Supervisors. The council, when in session as a formal coalition of agency heads, can obtain the concurrence of the member agencies. The concurrence, however, is collegial. It is not hierarchical. Each agency head must still go back to his or her agency and implement the decision to which he or she concurred in ICAN session. The person who will accomplish the implementation on behalf of the agency for which he or she works is likely to be the same one who represents the agency on the ICAN operations network. Therefore, while the three components of ICAN are linked because of identification with the same organization, the relationships among them are not in any sense hierarchical. They are voluntary and collegial.

Neither the council nor the operations network perform work. They function as committees. They hold meetings, talk, agree on actions, and so forth. The work that results from the deliberations of the various committees is performed by

ICAN staff, employed by the Department of Children's Services

the staffs of member agencies

To facilitate work, subgroups of people who participate in the operations network form a variety of subcommittees. Those staffed by the ICAN staff include the following:

Training

Information Sharing

Fund distribution

Death Review

Problem Solving

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Legislation (Legal Issues)

Drug, Alcohol Abuse Neonates

Such subcommittees may be formed from time to time, conclude a task, and be disbanded; or they may be ongoing. Those listed are currently active. The staff work is done by the ICAN staff or by the staffs of the member agencies.

In addition, ICAN tends to influence the creation of "spin-off" subcommittees of various departments or agencies. We believe that many of the 25 multi-departmental committees that we identified (following the Children's Roundtable's initial inventory) are spin-offs of the ICAN operations network. That is, while such committees may have been formed in any event - committees like them are not uncommon in government - the activities of the operations network guarantee that the departmental people who should be participating in each of them know one another and have already established a basis for communication and cooperation.

Formal Roles

What follows is a discussion of each of the duties identified in the ordinance as the duties of ICAN. The ordinance identifies the membership by position, as the heads of the member agencies. Thus, it does not refer explicitly to the operations network or to the staff.

1. To provide a forum for inter-agency communication and coordination of services for the protection of children throughout Los Angeles County.

Communications. The Council provides an effective forum for inter-agency communications. That is, the agencies exchange

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information about their various activities as they affect children, and they do so in sessions at which all or most of them are present. When meeting in formal session, as a council, the members may vote to adopt a standard or to ask for action on the part of the member agencies; they may vote to organize and fund a new program.

However, such sessions of the council of agency heads take place at most once or twice a year. The most significant and active information exchange function is concentrated in the activities of the operations network, which meets monthly. The reason is simple enough. The agency heads who comprise the membership of the Council are responsible, either as elected officials or as officials appointed directly by elected officials, for major local government operations with budgets of hundreds of millions of dollars. Their actions in discharging their responsibilities affect children. They also affect everyone else. For most such agencies, children are part of the responsibility, frequently a small part.

Most of those who comprise the membership of the operations network, on the other hand, are directly responsible for children, particularly neglected and abused children. At a minimum, they have been assigned by the agency head to perform the communication functions called for by membership in ICAN. In any event, they all have a much more direct, and much more compelling professional interest in the communications role of ICAN as defined in the ordinance, but are not specified in the ordinance as participants.

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Services for the Protection of Children. The people in ICAN represent service producing agencies of government. Thus, the content of what they communicate about is services. However, the services of the various member agencies are not necessarily limited to protective services for children, in the sense in which protective services are defined by law. The Director of Children's Services is the only official who is responsible for services which are defined as protective; other agencies are part of the protective services system, but have no primary role of protection; some member agencies are not parts of the protective services delivery system, but protect children in the same intuitive, informal sense that anyone does. Indeed, the focus needs to be on all children, even though the title of ICAN specifies abused and neglected children. It is appropriate for such agency heads as the Public Librarian and the Director of the Department of Parks and Recreation to be members because they are potential resources for services that are not necessarily currently provided, for children who are not necessarily protected by government, but who may be served in new and better ways by government. It is also appropriate to consider them as essential resources in any comprehensive prevention program.

Those agencies which are headed by elected officials, who are members of ICAN, also formulate policy within the framework of State and Federal law and the County or City Charter. Some agencies, however, do not formulate policy. They are appointed by the County Board of Supervisors or another Board, for which they implement or may interpret policy. They do not formulate

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policy or control it. Thus, the identification of the ICAN (Council level) as a 'Policy Committee' in the descriptions of ICAN and its role is inappropriate.

Coordination. Coordination of Services is also specified in the ordinance as a role of ICAN. Coordination is not a function of any committee. Coordination is a responsibility of the service producing agencies. It may be bilateral, or conducted by a subgroup of the interested agencies, but it is an action role that is not suited to a committee. The communications role is important to the extent that it facilitates bilateral or other coordination among agencies. For example, the Superior Court is currently planning development of new Dependency Court facilities. To do so, it must coordinate with the Chief Administrative Office, for budgeting and capital projects planning, and with the Internal Services Agency of the CAO for technical support. ICAN is not directly involved in that coordination effort, and is not needed. Nevertheless, ICAN provides an effective forum to ensure that all those who may have a professional or agency interest in the development effort are informed of the details and the status.

In addition, the subcommittees (information sharing, etc.) are a consequence of the coordination role of ICAN. While the council would not be necessary for their creation, it facilitates the participation of member agencies. Moreover, the kinds of new programs, protocols, and resources that result from subcommittee work are the most feasible form of coordination among independent agencies. While ICAN does not and cannot perform

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coordination, it does act as a forum that generates coordinated programs and projects.

Therefore, we conclude that the central role of ICAN is that it provides a multi-jurisdictional forum for communications to facilitate coordination among agencies providing services for children throughout Los Angeles County.

2. "To facilitate training of professionals in the identification, prevention, and treatment of child abuse and neglect."

Interdisciplinary, multi-jurisdictional training has been one of the major successful efforts of ICAN. Training is work. It is not done by committee; it is done by staff. It costs money, and must be budgeted for and planned by the participating agencies. As a council, ICAN facilitates training in the same way as it facilitates any other joint activity of the various agencies, by adopting a program collegially, and by obtaining the voluntary participation of each member agency. The work on training is controlled primarily by the Training Subcommittee. It is staffed by the members of the subcommittee and the ICAN staff.

3. "To develop recommendations for new and improved services to families and victims of child abuse and neglect."

Anyone can develop recommendations. The ordinance provision does not specify to whom the recommendations are directed, or their source. As a formal role of the Council of agency heads, it is unnecessary. They are developing recommendations to themselves. If it is a role of staff, it should be identified as such in the job description for the staff. This provision

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should be excised from the ordinance and placed in the job description for the staff.

4. "To facilitate implementation of child abuse programs throughout Los Angeles County."

Because of its nature as a college of agency heads, supported by the operations network of specialists, ICAN is in an ideal position to facilitate the implementation of programs. This is the role in which it can be most effective, since it comprises, at the council level, those with sufficient authority and power to cause implementation to occur in each of the agencies affecting children. It is also the role in which ICAN has a demonstrated record of performance. Through its collegial functioning, ICAN has obtained the concurrence of member agencies in the use of assessment standards, training programs, and prevention programs, and it has fostered heightened attention to the problems of child neglect or abuse among governmental professionals.

5. "To increase public awareness of the problems of child abuse and neglect and resources available for intervention and treatment."

Although ICAN is not alone in this effort, it has been effective in increasing the exposure of child neglect and abuse problems in the media. For example, ICAN's Death Review Subcommittee was recently the primary subject of a television news series. Similarly, ICAN was instrumental in obtaining support for the development of new instructional media for parents regarding the problems of substance abuse among children, sponsored by the Attorney General. The problems are serious enough to justify as many active players as possible in increasing public awareness and resources. Thus, although this represents a duplication of

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efforts and functions that are also performed independently by the member agencies of ICAN, and by the Children's Services Commission and other commissions and committees, it is a function for which duplication is desirable, despite the cost.

6. "To encourage and facilitate community support for child abuse/neglect programs."

Everyone in our society should be encouraging and facilitating community support for child abuse/neglect programs, and for programs designed for all children, whether or not they are already victims or technically recognized in the laws as "at risk". In this area, duplication is again desirable, provided it is not divisive in its effects.

Unrecognized Roles

ICAN, the council, the operations network, the subcommittees, and the staff perform functions which are not recognized as ICAN roles in the ordinance. Those performed by the council should be recognized in the ordinance, and those performed by the staff should be explicitly authorized in the staff job description.

AB 1733/2994 Allocation. The Board of Supervisors designates ICAN as the statutorily required multi-disciplinary body which recommends criteria for allocating State funds received under AB 1733, and the Board of Supervisors designates it as the committee which establishes criteria for the use of AB 2994 funding. Both programs help finance community based child abuse prevention and intervention programs. The funds are administered by the Department of Children's Services, according to allocation rules adopted by the Board of Supervisors which are

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based, in part, on ICAN recommendations.

These sources made more than \$5 million available to the County last year. As is usually true, the distribution of the funds is controversial. The Board of Supervisors tends to prefer a "divide by five" method of distributing such funds among supervisorial districts; it is always a major task of the committees assisting the Board to introduce some form of needs based criteria. A formal provision in the ordinance would help. It should provide that ICAN, as a multi-jurisdictional council,

"recommend to the Board of Supervisors criteria, formulas, processes, policies, and priorities for the distribution of funding authorized by AB 1733 (Chapter , Statutes of 1982), AB 2994 (Chapter , Statutes of 1982), and other funds received in the Children's Trust Fund."

Legislation. As the leaders of large public agencies, the members of ICAN have compelling interest in legislation. Most of the system of services for and to children, at all levels and in all units of government, are controlled by State law, and most of the funding is provided by the State government.

In the multi-jurisdictional system, counties, cities, and schools are more often in a position of competition with one another for limited State resources and recognition of priorities than of cooperation. Therefore, when ICAN can produce, at its council level, a consensus on legislation among the member agencies, it performs one of its potentially most significant constructive functions.

On the other hand, it is only at its council level that ICAN can and should be active in pursuing legislative agendas. The members of the operations network, or the legislative subcommit-

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tee, may wish to recommend legislative programs, but they cannot pursue them unilaterally. To do so would violate the disciplines that each member government, including the County, have to make sure that their own governmental programs for legislation are cohesive and integrated. In the County, for example, the Board of Supervisors reserves for itself the authority to adopt a legislative program and to take positions on specific bills when they are presented in legislative committees. The courts, as a separate branch, sometimes pursue agendas that are distinct. The system also relies on the consistent cooperation of other County elected officials - Assessor, District Attorney, and Sheriff, since they have the same authority as the Board. Since everyone recognizes that it is in the best interests of the County as a whole to present a unified program in the Legislature, the typical situation is that everyone respects the Board's policy regarding County positions.

Similarly, the staff of ICAN has and should have no authority to pursue legislative programs unilaterally, as a representative of ICAN. To do so would be a significant departure from County discipline, and the county employs the staff.

Clearly, it would infringe on any person's rights, including members of ICAN, of the operations network, or of the staff to restrict them from proposing or taking positions on legislation when acting as individuals, or when acting as a representative of some other group. Many Los Angeles County officials are also among the leadership of Statewide professional or other associations; their associations may take positions on legislation

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which are contrary to the official Los Angeles County position. When Los Angeles County officials present such positions, they make it clear that they are representing the association, and act at no cost to the County. Some prefer to choose the option of absenting themselves from their association's position, or finding someone else to testify in the Legislature. Otherwise, there would be an improper implication that the Board of Supervisors concurred with whatever position was being offered, or there would be an improper public cost associated with the activities of an individual or a private association.

Therefore, we believe that the ordinance on ICAN should specify that it recommends legislation to the governing bodies of its member agencies, to be proposed in the Legislature within the frameworks of the disciplines of those governments. The bylaws of the operations committee, and the job description of the staff, should make it clear that their authority extends only to making recommendations for legislation to the ICAN council. They should also specify rules or procedures which are to be observed by individuals when representing themselves or associations to which they belong.

Outreach. The incumbent staff executive of ICAN is an active participant in Statewide and national private and public organizations. They include the California Consortium of Child Abuse Councils, ICAN Associates, the California Attorney General's Commission on the Enforcement of Child Abuse Laws, and the United States Attorney General's Commission on Obscenity and Pornography. Such participation accrues to the benefit of Los

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Angeles County and the children and families it serves; the staff represents County expertise on issues, problems and their resolution, and social conditions that is rare.

Nevertheless, if such participation is a function of ICAN, it should be formally specified as such in the ICAN ordinance and in the job description of the staff. Such formal specification will clarify the role within which the staff, as a County employee, accepts appointment to such groups. That is, the participation must be within the framework of the disciplines that apply to ICAN and to County employees. If, on the other hand, the staff is not appointed because of the position with ICAN, but rather because of personal expertise, then the outreach that is the effect is not in fact an outcome that is attributable to ICAN, but rather to the expertise of the individual. If that is the case, there is no need for the role to be specified in the ordinance, and no need to apply the disciplines of County employment.

In any event, the role specification for outreach should be formally included in the ordinance, and the rules and procedures governing the actions of staff or the operations network should be adopted by ICAN at the Council level and incorporated in the bylaws of the operations network and the job descriptions of the staff.

Conclusion

ICAN is perceived as, and functions as, three distinct components which operate in no direct hierarchical relationship to one another: the council of governments, elected officials, and

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agencies; the network of children's services professionals; and the staff employed by the County Department of Children's Services. The current ordinance should be modified to clarify the roles which it currently specifies, and to include roles which ICAN performs that are not now specified in the ordinance.

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ATTACHMENT H-1

Page V.60

<u>TITLE</u>	INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT POLICY COMMITTEE
<u>AUTHORITY</u>	Board Order No. 125 of February 8, 1977.
<u>NUMBER OF MEMBERS</u>	Membership shall be as follows: a. Director, Department of Public Social Services. b. District Attorney. c. Superintendent, Los Angeles County Office of Education. d. Director, Department of Health Services. e. Chief Probation Officer. f. Sheriff. g. County Counsel. h. Presiding Judge, Juvenile Court. i. Presiding Judge, Superior Court. j. Chief of Police, City of Los Angeles. k. Director, Department of Mental Health. l. Director, Department of Community and Senior Citizens Services. m. Superintendent, Los Angeles City Unified School District. n. Chief Medical Examiner- Coroner. o. Public Defender. p. Director, Department of Children's Services. q. Los Angeles City Attorney. r. California Attorney General. s. Chief Administrative Officer. t. Professor of Psychiatry, UCLA School of Medicine. * u. Forester and Fire Warden. * v. Public Librarian. * w. Director, Department of Facilities Management. * x. United States Attorney.
<u>TERM OF OFFICE</u>	Indefinite.
<u>COMPENSATION</u>	None.
<u>MEETINGS</u>	Once each year in April, in Room 739, Hall of Administration, 500 West Temple Street, Los Angeles, 90012.

(Continued)

DO NOT QUOTE OR CITE

ATTACHMENT H-1 CON'T

Page V.60.1

DUTIES

To provide a forum for inter-agency communication and coordination of services for the protection of children throughout Los Angeles County.

To facilitate training of professionals in the identification, prevention, and treatment of child abuse and neglect.

To develop recommendations for new and improved services to families and victims of child abuse and neglect.

To facilitate implementation of child abuse programs throughout Los Angeles County.

To increase public awareness of the problems of child abuse and neglect and resources available for intervention and treatment.

To encourage and facilitate community support for child abuse/neglect programs.

OATH

Not required.

DO NOT QUOTE OR CITE

ATTACHMENT H-2

OFFICIAL AGENCY ROLES

ICAN - Inter-Agency Council on Child Abuse and Neglect Roles

ICAN's official roles were taken from their publication entitled, "ICAN Council Description and Guidelines for Identification and Reporting of Child Abuse and Neglect." ICAN's official responsibilities are as follows:

- To provide a forum for inter-agency communication and coordination of services for the protection of children throughout Los Angeles County.
- To facilitate training of professionals in the identification, prevention, and treatment of child abuse and neglect.
- To develop recommendations for new and improved services to families and victims of child abuse and neglect.
- To facilitate implementation of child abuse programs throughout the County.
- To increase public awareness of the problems of child abuse and neglect and resources available for intervention and treatment.
- To encourage and facilitate community support for child abuse/neglect programs.

Children's Services Commission Roles

The official roles of the Children's Services Commission were taken from the Commission's ordinance. The official responsibilities of the Children's Services Commission are as follows:

- Review all programs administered by County departments which provide children's services for children at risk.
- Receive input from appropriate community groups and individuals concerning County administered children's services programs.
- Review and make recommendations to the Board of Supervisors concerning legislation dealing with children's services.
- Make recommendations as necessary to various department heads to improve children's services.

DO NOT QUOTE OR CITE

ATTACHMENT H-2 CON'T

- 2 -

- Make recommendations to the Board of Supervisors on action to be taken to improve children's services.
- Provide an annual report to the Board of Supervisors concerning the status of children's services, along with recommendations for their improvement, to be utilized for broad community distribution and discussion.

Department of Children's Services Roles

The Department of Children's Services' official roles were taken from the Board letter, "Implementation of the Department of Children's Services" adopted by your Board on November 27, 1984. The Department's official responsibilities are as follows:

- Provide protective services to children in their own homes, to assist the parent or caretaker to stabilize and maintain a safe home for children who have or may be subject to abandonment, neglect or exploitation.
- Provide protective short-term out-of-home services to children and their surrogate families when the children cannot safely remain in their own homes.
- Provide adoptive guardianship and long-term foster care services to children and their caretakers to establish and maintain permanent homes for children when the natural parents are unwilling or unable to provide a safe and nurturing home for their children.
- Provide recruitment, licensing services when appropriate, and support to adoptive, day care, and foster parents, and to group homes to develop and maintain a cadre of care given in the community who can provide temporary or long-term out-of-home care services.
- Establish and maintain relationships with other children's services providers, private and public, to assist their providers and the community as a whole, in maintaining and developing an effective network of services to children at risk.

WM31.2

DO NOT QUOTE OR CITE

ATTACHMENT H-3

Fact Sheet

Coordination Among Inter-Agency Council on Child Abuse and Neglect, the Department of Children's Services, and the Children's Services Commission

The chairpersons of the Inter-Agency Council on Child Abuse and Neglect (ICAN), the Children's Services Commission, and the Director of the Department of Children's Services have agreed that the roles of the above County agencies are as follows:

Children's Services Department - Serves to provide protection and care for children and their families who are at risk due to actual or potential abuse, neglect, or exploitation. Develops permanent plans for children who cannot safely return to their families; for example, adoption, legal guardianship, long-term foster care.

Commission for Children's Services - Serves to review departmental programs and legislation that involves children's services and recommend appropriate action to the Board of Supervisors and to department heads providing children's services.

ICAN - Serves to provide overall countywide coordination for programs to prevent, identify, and treat child abuse and neglect.

The agencies have also agreed to work cooperatively and agreed that:

- ° Periodic meetings will be held between the Director of Children's Services and the chairpersons of ICAN and the Commission for Children's Services.'
- ° ICAN's policy meetings will be attended by the chairperson of the Commission for Children's Services.
- ° ICAN operations committee meetings will be attended by the staff person of the Commission for Children's Services.
- ° The ICAN Director will attend the meetings of the Commission for Children's Services on a quarterly basis unless a specific issue arises that requires attendance.
- ° The Director of the Department of Children's Services will continue to be a member of ICAN.
- ° The Department of Children's Services will work with ICAN regarding any assignment or concern that the

DO NOT QUOTE OR CITE
ATTACHMENT H-3 CON'T

Fact Sheet

- 2 -

Department has that may require coordination with departments which serve on ICAN.

- ° Requests for assistance from ICAN on coordination items will go directly from the Director of the Department of Children's Services to the Director of ICAN.
- ° Major assignments of the Department of Children's Services which require a substantial commitment from ICAN staff and ICAN members will be sent to ICAN's Executive Committee for consideration.

The official roles of each agency are delineated as follows:

ICAN - Inter-Agency Council on Child Abuse and Neglect Roles

- To provide a forum for inter-agency communication and coordination of services for the protection of children throughout Los Angeles County.
- To facilitate training of professionals in the identification, prevention, and treatment of child abuse and neglect.
- To develop recommendations for new and improved services to families and victims of child abuse and neglect.
- To facilitate implementation of child abuse programs throughout the County.
- To increase public awareness of the problems of child abuse and neglect and resources available for intervention and treatment.
- To encourage and facilitate community support for child abuse/neglect programs.

Children's Services Commission Roles

- Review all programs administered by County departments which provide children's services for children at risk.
- Receive input from appropriate community groups and individuals concerning County administered children's services programs.
- Review and make recommendations to the Board of Supervisors concerning legislation dealing with children's services.

DO NOT QUOTE OR CITE

Fact Sheet

- 3 -

- Make recommendations as necessary to various department heads to improve children's services.
- Make recommendations to the Board of Supervisors on action to be taken to improve children's services.
- Provide an annual report to the Board of Supervisors concerning the status of children's services, along with recommendations for their improvement, to be utilized for broad community distribution and discussion.

Department of Children's Services Roles

- Provide protective services to children in their own homes, to assist the parent or caretaker to stabilize and maintain a safe home for children who have or may be subject to abandonment, neglect or exploitation.
- Provide protective short-term out-of-home services to children and their surrogate families when the children cannot safely remain in their own homes.
- Provide adoptive guardianship and long-term foster care services to children and their caretakers to establish and maintain permanent homes for children when the natural parents are unwilling or unable to provide a safe and nurturing home for their children.
- Provide recruitment, licensing services when appropriate, and support to adoptive, day care, and foster parents, and to group homes to develop and maintain a cadre of care given in the community who can provide temporary or long-term out-of-home care services.
- Establish and maintain relationships with other children's services providers, private and public, to assist their providers and the community as a whole, in maintaining and developing an effective network of services to children at risk.

WM21.1

DO NOT QUOTE OR CITE

ATTACHMENT H-4
**CHIEF ADMINISTRATIVE OFFICER
COUNTY OF LOS ANGELES**

713 HALL OF ADMINISTRATION / LOS ANGELES, CALIFORNIA 90012
974-1101



JAMES C. HANKLA
CHIEF ADMINISTRATIVE OFFICER

March 20, 1985

MEMBERS OF THE BOARD
EDMUND D. EDELMAN
CHAIRMAN
PETER F. SCHABARUM
KENNETH HAHN
DEANNE DANA
MICHAEL D. ANTONOVICH

TO: Each Supervisor

FROM: James C. Hankla *JCH*
Chief Administrative Officer

SUBJECT: Department of Children's Services, Inter-Agency Council
On Child Abuse and Neglect (ICAN), Commission for
Children's Services --
Interaction and Coordination of Activities

On December 18, 1984, your Board instructed this office to work with the chairperson of ICAN, the Children's Services Commission, and the Director of the Department of Children's Services, and report on how these County agencies will interact to coordinate activities and concerns needed to be addressed by each agency.

Our memorandum dated February 11, 1985 advised your Board that the chairpersons of ICAN, the Commission, and the Director of the Department of Children's Services had communicated concerning the needs of children, the necessity of functioning harmoniously and the roles of their agencies. Additionally, your Board was advised that the Commission's chairperson would be submitting their agreements to the full Commission, and that subsequent to this action, we would report to your Board the details of the agreements reached.

By memorandum dated February 25, 1985, your Board was advised that the coordination issue was listed on the Commission's February 19, 1985 agenda. Because several Commissioners were unfamiliar with ICAN, the Commission voted to invite ICAN's Director to the next meeting. On March 4th, Deanne Tilton attended the meeting and answered questions. The Commission discussed the agreement and approved it by unanimous vote. The roles of the Commission, ICAN, and the Department of Children's Services are detailed in the attachment and are summarized as follows:

Children's Services Department - Serves to provide protection and care for children and their families who are at risk due to actual or potential abuse, neglect, or exploitation. Develops permanent plans for children who cannot safely return to their families; for example, adoption, legal guardianship, long-term foster care.

DO NOT QUOTE OR CITE

ATTACHMENT H-4 CON'T

March 20, 1985

- 2 -

Commission for Children's Services - Serves to review departmental programs and legislation that involves children's services and recommend appropriate action to the Board of Supervisors and to department heads providing children's services.

ICAN - Serves to provide overall countywide coordination for programs to prevent, identify, and treat child abuse and neglect.

Agreement

The discussions resulted in the development of a workable plan to bring about coordination of efforts for the mutual benefit of the agencies and the children of Los Angeles County. Specifically, they pledged to work cooperatively and agreed that:

- ° Periodic meetings will be held between the Director of Children's Services and the chairpersons of ICAN and the Commission for Children's Services.
- ° ICAN's policy meetings will be attended by the chairperson of the Commission for Children's Services.
- ° ICAN operations committee meetings will be attended by the staff person of the Commission for Children's Services.
- ° The ICAN Director will attend the meetings of the Commission for Children's Services on a quarterly basis unless a specific issue arises that requires attendance.
- ° The Director of the Department of Children's Services will continue to be a member of ICAN.
- ° The Department of Children's Services will work with ICAN regarding any assignment or concern that the Department has that may require coordination with departments which serve on ICAN.
- ° Requests for assistance from ICAN on coordination items will go directly from the Director of the Department of Children's Services to the Director of ICAN.
- ° Major assignments of the Department of Children's Services which require a substantial commitment from ICAN staff and ICAN members will be sent to ICAN's Executive Committee for consideration.

DO NOT QUOTE OR CITE

ATTACHMENT H-4 CON'T

March 20, 1985

- 3 -

In consideration of the agreements reached, coordination and communication among the agencies should ensure maximum cooperation in the delivery of child protective and related children's services.

JCH:DRD

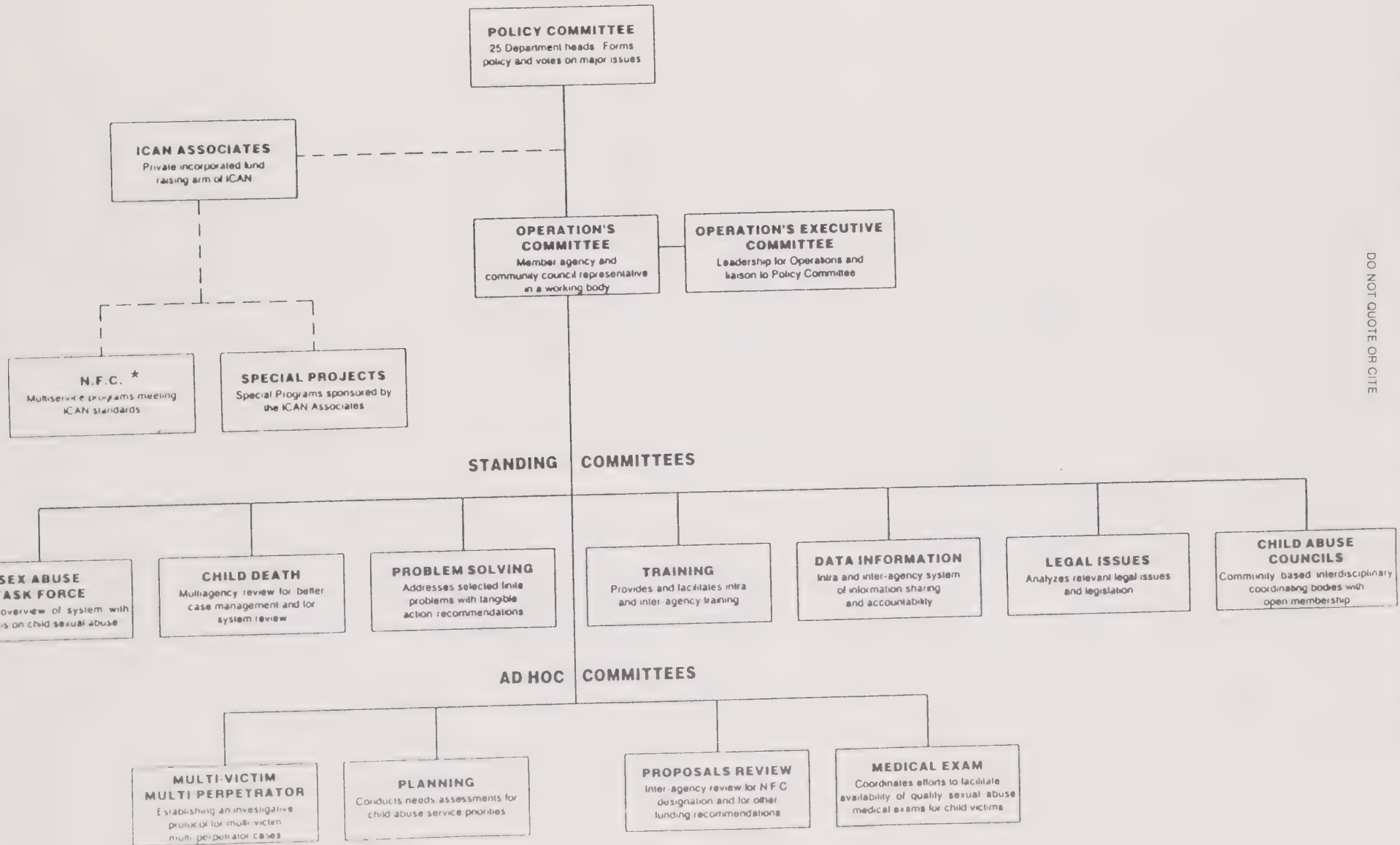
WLM:rs

Attachment

31.1

FIGURE H-1

INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT



DO NOT QUOTE OR CITE

Working papers are used to transmit preliminary results while a task force study is in progress. They are tentative, do not necessarily represent the findings or recommendations of the task force, and contain information that may have been modified later. They are included here unedited for use by other researchers.

DO NOT QUOTE OR CITE

TABLE H-1

FY 1985-86 ICAN COSTS (estimate)

SALARIES:

1.0	Assistant Program Deputy	\$	42,151
1.0	Program Specialist (unfunded)		38,900
2.0	Secretary IV		<u>41,361</u>
	Total Salaries	\$	122,412
	-Less Salary Savings		(- 7,511)
	+Employee Benefits		<u>31,086</u>
	Total Salaries & Employee Benefits	\$	145,987
	Travel (estimate)		<u>4,000</u>
	GRAND TOTAL	\$	<u><u>149,987</u></u>

SC:ca
5/30/85

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CHILDREN'S SERVICES PLANNING COUNCIL (CSPC)

The Department of Children's Services (DCS) formally established the CSPC in January 1986, when the Commission for Children's Services was encouraging the Department to involve private agencies in planning for services to children. This section contains a description of the background, mission, structure and accomplishments of the CSPC.

Background: the CSPC's Predecessors

The CSPC was an expansion of an existing group, called the Public-Private Consortium, which had been convened for several years as a means of coordination between DPSS, and subsequently DCS, and the more influential private providers in whose group homes DPSS/DCS placed children. The Public-Private Consortium had been created in response to United Way's attempt to improve liaison between the placing agencies and those providers.

The initial issue which generated United Way's activity and the formation of the consortium was DPSS's attempt to persuade group homes to accept troublesome and destructive minors who were at the County's MacLaren Hall because no facility would accept them for placement.

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Prior to this, in the mid-1970's, the Federal government promulgated legislation and regulations which required public social services departments to create a planning process which involved private service providers, in order to minimize duplication, overlap, gaps and mismatches between public and private programs, thus hopefully increasing the cost-effectiveness of public expenditures for such services. The Bureau of Social Services of DPSS at the time convened conferences at which public and private agency representatives discussed numerous issues of common interest. An attempt was made to generate an ongoing process of multilateral planning. It did not last long.

Mission and Objectives of the CSPC

The CSPC is advisory to the Director of Children's Services. He has defined its mission and objectives largely in terms of task rather than in terms of result.

Its mission is to participate in the Department's advance planning and to review the Department's program policies and plans.

Its objectives include:

- identification and study of problems, and development and monitoring of recommendations for the use of resources,
- inclusion of multiple public jurisdictions as well as private agencies in its activities,

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- review of the Department's policy and priorities,
- annual selection of critical issues and formation of task committees to study them,
- annual study of its own method of operation, accomplishments, priorities and direction.

The first objective specifies that special attention is to be given to unmet service delivery needs. This is the one explicit criterion for the CSPC's establishment of its priorities. It implies that the use of resources to fulfill such unmet needs is a goal. The only other stated goal is the formation of the public-private partnership itself.

Structure

The CSPC consists of a Steering Committee and a General Body.

The Steering Committee meets monthly. It is co-chaired by the Director of Children's Services and a private agency director. It is composed of one representative from each member agency (public and private), the task committee chairpersons, and two members elected by the General Body, for a total of more than 30. The Foster Parent Associations were invited to participate effective January, 1987; city and state agencies were added effective February, 1987. Elected and appointed department heads send subordinates. The Director of Children's Services has attended less than half of the meetings. The private co-chair has attended consistently since her selection.

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The General Body, which meets quarterly, is chaired by the Steering Committee co-chairs. The Director of DCS has attended 3/4 of the meetings, and the private co-chair has attended all since her selection. The General Body is composed of 124 "representatives from agencies which are involved in planning for and/or delivery of services to DCS families and children." (emphasis added) Some agencies have named more than one representative. In practice, attendance by representatives of agencies other than DCS has ranged between 15 and 35.

The public agencies include not only those which are involved in the protective system (e.g., schools, LAPD, D.A. and Probation) but also those which provide other services to families (e.g., Community Services, DPSS). The private agencies include both DCS subcontractors and other community agencies which serve families.

The UCLA and USC schools of social work, and two advisory committees (the County's Commission for Children's Services and the Mayor's Child Care Committee) are also represented.

Task committees are created to tackle specific issues or tasks; they meet as often as needed.

The CSPC in January 1988 piloted a three-person Public/Private Interface Group consisting of the private agency CSPC co-chair, the DCS Assistant Director for Program Develop-

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ment, and United Way's Director of Community Issues. Its purpose is to screen policy level issues suggested by CSPC members and others, referring them either to the CSPC or to the appropriate individual, committee or department for resolution. Policy level issues raised by the residential child care committee are also referred to this group to be routed appropriately.

Accomplishments

The CSPC Steering Committee initially identified several high priority issues:

- SB 14 ancillary services,
- drug-addicted infants,
- child day care,
- comprehensive health care for foster children,
- inefficient systems, e.g., Service-Funded Activities,
- expansion of the quality and capabilities of foster care, and
- funding needs of the entire service system.

The Committee selected ancillary services as its top priority, one in which all member agencies can be involved. Ancillary services are those, such as training in parenting or in homemaking, which reduce the need to place children out of their homes. Such services are mandated by SB 14, but no funds have been appropriated specifically for them, and they are scarce.

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However, the Committee almost immediately expanded its agenda to include child day care, runaways, health care, and expansion of foster care resources. It also expanded its role to include networking (i.e., sharing information about other activities).

Subsequent meetings of the Steering Committee have consisted primarily of informational presentations on subjects such as AIDS, DCS' homeless and runaway youth program, the probable impact of the Gramm-Rudman Act, United Way's study of health care for foster children, the Roundtable's report on the children's budget of Los Angeles County, the DCS organizational development process guided by Dr. Ichak Adizes, the program to prepare older foster children for independent living, and new developments in funding for unmet needs (e.g., mental health counselling, and placement resources for emotionally disturbed children). The Committee has continued to reassess its role, priorities, membership and operations.

The Steering Committee has established task committees on residential child care, child day care, homeless and runaway youth, facilities for emotionally disturbed youth and contracting. While reports on these subjects are usually made at Committee meetings, they often reflect departmental activities rather than task committee recommendations. Recommendations have been

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reported by the committees on child day care, facilities for emotionally disturbed youth, runaway youth, and contracting. The minutes contain no reports of recommendations having been implemented.

The CSPC General Body meetings consist of informational reports on activities of the department, new developments in legislation or funding, recommendations of the task committees, and deliberations or decisions of the Steering Committee regarding the CSPC itself. Much of the information shared at the Steering Committee is repeated for the General Body. Between one half and one third of those who attend Steering Committee meetings also participate in the General Body.

DO NOT QUOTE OR CITE

ATTACHMENT H-5

CHILDREN'S SERVICES PLANNING COUNCIL

The formation of the Children's Services Planning Council demonstrates the Department of Children's Services' (DCS) commitment to aggressive community outreach. In the past, concerted community involvement in the design of children's services programs was not consistently sought. With the creation of DCS, the spirit of the Children's Services Task Force, and the assistance of the Commission for Children's Services, the new Department has incorporated a philosophy of community outreach. The Children's Services Planning Council will serve as a model of how a strong public/private partnership can benefit Departmental program development.

MISSION STATEMENT

The Children's Services Planning Council, acting in an advisory capacity, will influence and participate in the review of policy, program planning and development, and advanced planning for abused and neglected children and their families served by the Department of Children's Services.

Objectives

1. The Council's major objective is to establish a dynamic public/private partnership in the area of children's services through the identification and study of problems and the development of recommendations for the use of resources, especially where unmet service delivery needs are identified. This group will then monitor the implementation of these recommendations.
2. The Council will include public agencies (city, county, state) as well as private agencies in its planning for abused and neglected children. This inter-departmental approach is essential because the needs of these children extend beyond the scope of any one department.
3. The Council will review Department policy and priorities and provide consultation and advice in a manner encompassing all public/private participants.
4. At least annually, the group will review critical issues affecting families served by DCS and select those issues with highest priority for active study during the year. Subcommittees will be established to work on specific areas of concern.
5. In order to measure the extent to which these objectives are achieved, the Council will engage in an annual study of its method of operation, accomplishments, priorities and direction.

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ATTACHMENT H-5 CON'T

- 2 -

Organization

The Children's Services Planning Council will consist of both a General Body and a Steering Committee. In order to ensure representation which adequately reflects the needs of the entire community, member agencies shall consider ethnic composition when choosing their subcommittee participant(s) and when selecting the two elected Steering Committee members.

In addition to the desire for ethnic balance, it is the intent of the Children's Services Planning Council that a ratio be achieved between public and private representatives, both in terms of the types of projects undertaken as well as in the constituency of each subcommittee. This balance will be expressed in all aspects of the Council's operation and may extend to the designation of co-chairpersons to represent public and private perspectives. The General Body will meet quarterly and will be composed of representatives from agencies and organizations which are involved in planning for and/or delivery of services to DCS families and children. Agencies and organizations meeting these criteria may request membership on the General Body by designating, to the Director of DCS, an individual who can speak for the organization (an administrator or elected leader) who will commit to attend scheduled meetings. The proposed membership roster is attached (Attachment A).

A Steering Committee will be established and will meet at least monthly. Membership will include two representatives elected by the General Body, the chairpersons of the subcommittees, and public and private organization permanent members. The proposed membership roster is attached (Attachment B). The Steering Committee may invite participation by others as appropriate.

The Director of the Department of Children's Services and a Co-Chair from the private sector will chair both committees. Different types of Subcommittees are to be utilized in terms of projects and tasks undertaken. Such as topic study groups, task forces on specific short term issues and subcommittees dealing with ongoing planning and policy projects. Examples of operational subcommittees, reflecting public/private members, are the Child Care Task Force and the Runaway Youth Services Committee.

Agendas for the Council and Steering Committee will reflect a dual focus - long range planning issues and short term activities.

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ATTACHMENT H-5 CON'T

- 3 -

Through a strong commitment to collaborative planning, the relationship between service agencies will be strengthened, a variety of viewpoints and alternatives will be considered, a resource network will be forged, and the children we serve will be the beneficiaries of united planning efforts.

BT:slq
1-13-87

TABLE H-2

COUNCIL MEMBERSHIPS

<u>Department</u>	<u>Planning Council</u>	<u>Crisis Center</u>	<u>CCJCC</u>	<u>Domestic Violence</u>	<u>ICAN</u>	<u>Drug Abuse</u>	<u>Curb Por- nography</u>	<u>Teenage Pregnancy</u>	<u>Self Esteem</u>	<u>JSAG</u>
<u>County Officials</u>										
Board of Supervisors		D ¹	C ²							
CAO		X	X		X	X	X			X
Children's Services	X	X		X	X			X	X	
Community & Senior Citizens Services	X		X	X	X					X
District Attorney	X	X	X	X	X	X	X			X
Health Services	X	X		X	X	X		X	X	
Marshal of the Municipal Courts			X							
Mental Health	X	X		X	X			X		
Municipal Courts (One or More Associations)			X	X		X				X
Probation	X	X	X	X	X	X			X	X
Public Defender		X	X	X	X	X				X

¹ Supervisors' Deputies² Chairman, Board of Supervisors

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Working papers are used to transmit preliminary results while a task force study is in progress. They are tentative, do not necessarily represent the findings of the task force, and contain information that may have been modified after they are included here united for use by other researchers.

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TABLE H-2 CON'T

<u>Department</u>	<u>Planning Council</u>	<u>Crisis Center</u>	<u>CCJCC</u>	<u>Domestic Violence</u>	<u>ICAN</u>	<u>Drug Abuse</u>	<u>Curb Por- nography</u>	<u>Teenage Pregnancy</u>	<u>Self Esteem</u>	<u>JSAG</u>
Public Social Services	X			X	X			X	X	
Sheriff	X	X	X	X	X	X	X		X	X
Superior Court	X	X	X	X	X	X				X
Others (Coroner, Fire, Parks, Libraries)					X	X				
<u>County Support Depts</u>										
County Counsel	X	X	X		X		X			
Data Processing			X							
Facilities Management					X					
<u>City Governments</u>										
Los Angeles Mayor			X							
Los Angeles Council			X							
Los Angeles CAO			X							
Other City Elected			X							
LAPD	X		X	X	X	X				
LA Attorney			X	X	X					
Other City Law Enforcement	X	X	X	X		X				
Other City Services	X			X						

DO NOT QUOTE OR CITE

TABLE H-2 CON'T

<u>Department</u>	<u>Planning Council</u>	<u>Crisis Center</u>	<u>CCJCC</u>	<u>Domestic Violence</u>	<u>ICAN</u>	<u>Drug Abuse</u>	<u>Curb Pornography</u>	<u>Teenage Pregnancy</u>	<u>Self Esteem</u>	<u>JSAG</u>
<u>Educators</u>										
County Superintendent of Schools	X	X	X		X	X		X	X	
LAUSD	X		X	X	X			X		
Other Educators					X			X		
<u>State or Federal Officials</u>										
U. S. Attorney General			X		X	X				
California Attorney General				X	X					
Others	X					X				
<u>Private Sector Participants</u>										
Service Providers	X	X		X				X	X	
Non-Provider Experts	X	X					X		X	
<u>Clients</u>										
<u>Private Sector Citizens</u>										
Representing / Nominated by an Interested Group	X			X		X	X	X	?	
Citizens at large									X	

SECTION I

COMMENTORS AND COMMENTS
TO
REPORT DRAFT
(JUNE 1988)

DO NOT QUOTE OR CITE

CHILDREN SERVICES STUDY

List of Commentors

Robert W. Agee	Deputy Superintendent, Field Services, California State Department of Education
Thomas Becket	Chair, L.A. County Commission for Children Services
Sherman Block	L.A. County Sheriff and Chair, ICAN
Mrs. Emily Burns	Member, Los Angeles County Community Action Board
Richard P. Byrne	Presiding Judge, The Superior Court, Los Angeles, CA
Brian F. Cahill	President, Hawthorne Children's Services
Ross Clayton	Dean, School of Public Administration, University of Southern California
Nancy Daly	Chair, Los Angeles County, Commission for Children's Services
David D. Dotson	Assistant Chief, Acting Chief of Police, Los Angeles Police Department
Robert G. Gates	Director, Los Angeles County Department of Health Services
Edgar H. Hayes	Director, Los Angeles County Data Processing Department
Celeste Kaplan	President, The Los Angeles Roundtable for Children
Gurubanda Singh Khalsa	Finance Specialist, Los Angeles County Department of Mental Health
Vernell V. King	Secretary, Los Angeles County Public Health Commission

DO NOT QUOTE OR CITE

Howard N. Mantel	Director, Government Programs, Institute of Public Administration, New York
Barry J. Nidorf	Chief Probation Officer, Los Angeles County Probation Department; Member, Children's Budget Implementation Committee
John Rossi	Executive Director, John Rossi Youth Foundation
Nathan Shapell	Chairman of the Board, Shapell Industries, Inc.; Member of California State Little Hoover Commission
Cheryl J. Ward Smith	Chair, Los Angeles County Domestic Violence Council
Loren D. Suter	Deputy Director, Adult and Family Services, State of California, Health & Welfare Agency, Department of Social Services
Richard R. Terzian	Member of California Little Hoover Commission
Deanne Tilton	Director, Los Angeles County ICAN (2 letters)
Frank S. Zolin	Los Angeles County Clerk and Executive Officer of the Superior Court; Member of CCJCC & ICAN



CALIFORNIA STATE DEPARTMENT OF EDUCATION

Bill Honig

721 Capitol Mall; P.O. Box 944272

Superintendent

Sacramento, CA 94244-2720

of Public Instruction

September 27, 1988

John Campbell
Los Angeles County
Economy and Efficiency Commission
Room 163, Hall of Administration
500 West Temple
Los Angeles, CA 90012

Dear Mr. Campbell:

I am responding to your letter of August 17, 1988, which enclosed a copy of the Report on Children's Services in Los Angeles County and asked for our review and comments.

One of the frequently appearing issues in the organization of children's services is whether the disparate services required by a target population are more effectively rendered by a single agency established exclusively for that population, or by various agencies with each specializing in a narrowly focused service discipline such as medicine. This issue is identified in the report as the tension between the constituency and functional principles of government. The proposal for a single county department of protective services for all ages, in which appropriate professional specialties are preserved, uniquely combines both principles.

I hope that you will keep me apprised of the report's acceptance and the implementation of its recommendations. If there is any need for further contact with this Department, you may call Mr. Stan Finn in our Child Development Division. His telephone number is (916) 323-8524.

Best regards,

BILL HONIG

A handwritten signature in cursive script, reading "Robert W. Agee".

Robert W. Agee, Deputy Superintendent
Field Services

BH:sfi



LOS ANGELES COUNTY

COMMISSION FOR CHILDREN'S SERVICES

October 2, 1988

Arthur J. Peever, Chair
Task Force on Children's Services
Economy and Efficiency Commission
Hall of Administration, Room 163
500 West Temple Street
Los Angeles, California 90012

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STACEY F. WINKLER

Dear Mr. Peever:

On behalf of the Commission for Children's Services, thank you for taking the time from your busy schedule to address the Commission at its General Meeting on September 6, 1988.

Your presentation on the Task Force's "Report on Children's Social Services in the County of Los Angeles" was most informative and of valued assistance to the Commission.

We look forward to working with the Economy and Efficiency Commission, as well as the Task Force on Children's Services, to help bring about changes which are critically needed and also serve the best interest of children. Together we can reach many mutual goals.

Please keep us informed of your progress in this area.

Sincerely,

Thomas Becket, Chair (remd)
Commission for Children's Services

TB/REMD/dlr

cc: Peter Schabarum, Supervisor, First District
Kenneth Hahn, Supervisor, Second District
Edmund Edelman, Supervisor, Third District
Deane Dana, Supervisor, Fourth District
Michael Antonovich, Supervisor, Fifth District
Thomas Hibbard, Senior Deputy, First District
Carmen Perez, Assistant Chief Deputy, Second District
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Victoria Fouce, Deputy, Fifth District
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Robert L. Chaffee, Department of Children's Services
Joe Crail, Chair, Economy & Efficiency Commission
John Campbell, Economy & Efficiency Commission
Each Commissioner



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County of Los Angeles

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July 14, 1988

Joe Crail, Chairperson
Economy & Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

4024 N. DURFEE AVENUE
EL MONTE, CALIFORNIA 91732
(818) 575-4362

DEANNE TILTON
ICAN Director

PENNY WEISS
ICAN Assistant Director

Dear Mr. Crail:

The purpose of this letter is to express my serious concerns regarding certain recommendations included in your Commission's Report on Children's Social Services in Los Angeles County.

As Chairperson of ICAN, and as a member of three of the five multi-jurisdictional councils you have proposed to coalesce at the staffing and policy levels, I am well aware of both the shared and separate goals of these bodies. I see no benefit in any action to change their current structure, staffing or functions. To the contrary, your recommendation, if enacted, would seriously mitigate the effectiveness of each council. There are sound and important reasons for establishing multi-interdepartmental bodies for children, for criminal justice issues, for emerging drug related issues, and for battered women. Obviously, these issues all interrelate at one or more levels. However, the various councils now have very positive working relationships with each other and actively share information and resources at the subcommittee level when appropriate.

I also question your Recommendation #3, J & K. Recommendation 3K, for example, would require other commissions and ICAN to cross refer issues affecting children and families to the Commission for Children. In effect, this would involve every activity ICAN undertakes, since it is a council




Joe Crail, Chairperson
Page 2
July 14, 1988

focusing on children and families. It is also questionable to recommend directing department heads to supply the Commission with all such information they may request without a clear parallel responsibility for justification of the need for such information and a consideration of the expense and staff time required to supply such information.

I strongly recommend that you reconsider your plan to submit the above recommendations to the Board of Supervisors.

Very truly yours,



Sherman Block, Sheriff
ICAN Chairperson

cc: ICAN Policy Committee

321 East 121st Street
Los Angeles, Ca. 90061
July 25, 1988

Los Angeles County;
Economy & Efficiency Commission;
Mr John Campbell
Dear Sir;

I am very grateful to have the opportunity to comment on changes that need to be adopted to make senior citizens live a better life when they have no choice except, L.A. County, Department of social service and its function power through the board of supervisors and governmental functions power to needy families and childrens. I have been to the L.A. County aide to needy family more than once. In recent months I was just taken off of General relief. I tell you I have been through so much if I tried to explain it all I would never complete this letter.

The programs that the L.A. County department of social service is not designed to meet an individual needs for survival. Any time that you are penalized for funds that given you during what ever crisis you are facing I feel the law is not for the poor man.

I have just sent a certified letter to supervisor Kenneth Kahn on some issues in this community that needs serious attention.

I have resided in this area for thirty five (35) years and I tell you we need a change in this area to help the poor who can't help themselves and we do have some childrens who needs special attention. I would like to know who your task force person is for this area.

I have lived in a world of confusion & turmoil from nineteen & seventy-seven until Dec. of nineteen eighty seven. I filed for my social security disability benefit and for ten years it was denied. And finally when it was approved the county took sixty four hundred before I even saw the check. Social security administrators only went back to nineteen & eighty five to pay me back pay instead of the whole ten years they had me waiting.

I sent the supervisor Kahn a letter and he sent it to another County head so nothing was done. But one thing I would like to know is when you have worked all of your life in this county and no help is ready available to you, but the foreigners can come here get everything and they don't pay a dime back. Why. I feel that all of your programs should be brought up to date, with today's cost of living not yesterday's standards. My medical card was taken from me in 1983 & 1985 & I have been a diabetic for twelve years. I have been placed on insulin twice a day and for some one to this to a person don't care if they live or die. Now I'm having surgery to eyes for problems. All because I have been denied medical treatments. I would like to file a claim. Yours Truly, Mrs Emily Burns

I wish I could have appeared in person on
some other issues.



The Superior Court

LOS ANGELES, CALIFORNIA 90012

CHAMBERS OF

RICHARD P. BYRNE

PRESIDING JUDGE

TELEPHONE
(213) 974-5554

September 1, 1988

John Campbell
Los Angeles County Economy and
Efficiency Commission
Room 163, Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Mr. Campbell:

Thank you for your letter of July 8, 1988, enclosing a copy of the Report on Children's Services of the Economy and Efficiency Commission.

I assume that copies of the report have been sent to Judge Kathryn Doi Todd, Presiding Judge of the Juvenile Court and Judge John Henning, Supervising Judge of the Dependency Courts. I would also suggest that a copy be sent to Judge Paul Boland, who presides in Department 201, Eastlake Juvenile Court, 1601 Eastlake Avenue, Los Angeles, CA 90033, if you have not already done so.

Thank you.

Very truly yours,

A handwritten signature in cursive script that reads "Richard P. Byrne".

Richard P. Byrne
Presiding Judge

RPB:em



July 29, 1988

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John Campbell
Economy & Efficiency Commission
Room 163, Hall of Administration
500 West Temple
Los Angeles, CA 90012

Dear John:

Congratulations on a thoughtful, thorough and courageous report.

Your proposal to consolidate the different interagency councils into one unified body makes sense not only financially but will also contribute toward reducing the fragmentation of government planning and activity in children's services.

I concur most strongly on your recommendation that County Counsel, Health and Mental Health expenditures be shown in the DCS budget and that the Director of the Department of Children's Services be held accountable for those expenditures. This is a major step in having the money follow the needs of the whole child. It is particularly important as the state (Out of Home Task Force) is struggling to determine how mental health treatment dollars should flow to children in the foster care system already receiving AFDC foster care funds.

While your proposal to consolidate service programs for children, families and adults into one department, and creates a separate department for strictly income maintenance, is appealing in terms of logic and comprehensiveness, I have serious reservations. First, I'm not sure the senior interests would go for this at all and they are fairly effective in communicating their interests. Second, this was tried at the end of Reagan's second term as Governor and was a distinct failure. Third, and most important, and at the risk of sounding less than objective, children have been lost in the shuffle for a long time. The poverty rate among children is six times that of the aged. The creation of the Department of Children's Services clearly increased the focus on the needs of vulnerable children and has allowed for a stronger children's constituency to develop in recent years. I know we can't work with children apart from their families, but I fear that your proposal would be an inadvertent step in the wrong direction.

(818) 896-2474

P.O. BOX 3547 • PACOIMA, CA 91333-3547

To: John Campbell
Economy and Efficiency Commission

Thank you for the opportunity to respond to the review draft. I will be back in town August 15. If I can be of any help, please call.

Sincerely,



Brian F. Cahill
Executive Director

BFC:hyg

SCHOOL OF PUBLIC ADMINISTRATION
UNIVERSITY OF SOUTHERN CALIFORNIA
UNIVERSITY PARK
LOS ANGELES, CALIFORNIA 90089-0041

OFFICE OF THE DEAN
ROSS CLAYTON

August 2, 1988

Mr. John Campbell
Los Angeles County
Economy and Efficiency Commission
Room 163, Hall of Administration
500 W. Temple
Los Angeles, CA 90012

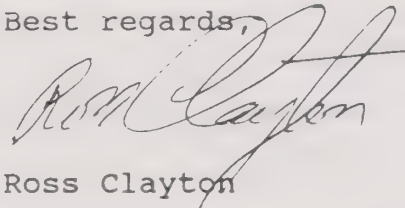
Dear John:

Thank you for the copy of the report on Children's services. I have only read the summary, but can see why it is a controversial document.

My own quick reaction, for what it is worth, is that in attempting to achieve integration of the various program units you may be going too far toward a super-organization that will prove inefficient and unwieldy.

The premise that if some unification is good more is better seems implicit in the report. Is there any quantitative, fiscal analysis to undergrid the statements that efficiency and effectiveness will be increased - or are these terms being used without any operational definition of what they mean? Unless one can judge how much more efficient the proposed changes will be in terms of cost and quality of services I don't think you will have much chance for lowering the degree of controversy.

Best regards,



Ross Clayton

RC/drn



LOS ANGELES COUNTY COMMISSION FOR CHILDREN'S SERVICES

COMMISSIONERS:

THOMAS L. BECKET
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STACEY F. WINKLER

August 1, 1988

Joe Crail, Chair
Economy & Efficiency Commission
163 Hall of Administration
500 W. Temple Street
Los Angeles, CA 90012

Dear Mr. Crail:

REPORT ON CHILDREN'S SOCIAL SERVICES IN LOS ANGELES COUNTY

At the General Meeting of July 18, 1988, the Commission for Children's Services briefly discussed the Economy & Efficiency Commission's draft Report on Children's Social Services in Los Angeles County, dated June, 1988.

As a result of the discussion, we realized that we have many questions which require answers that can only be provided by a member of your Commission, or John Campbell of your staff. Therefore, the Commission for Children's Services requests that you or a representative attend our General Meeting on Tuesday, September 6, 1988. A set time for this agenda item can be scheduled to accommodate any time constraints.

In order to facilitate the discussion on September 6, 1988, some areas of concern to the Children's Services Commission are enumerated in the following text of this letter. These are the same concerns which I discussed with your Commissioners at the meeting of July 6, 1988, with which the Children's Services Commission concurred at the General Meeting of July 18, 1988.

As I have previously stated to your Commission, John Campbell is to be commended on the dedication and thoroughness with which he conducted the study. He spoke with each member of the Children's Services Commission, as well as with all of the individuals the Commission recommended.

Since we do not claim to be experts in organizing County Government, it is not possible for our Commission to pass judgment on all of the recommendations. The Commission for Children's Services will, however, address itself to the areas with which it is concerned.

1. Change the name of Department of Children's Services to Department of Children's Protective Services.

During the past year and a half, the Department of Children's Services (DCS) has been working with Dr. Ichak Adizes, Management Consultant, to reorganize the Department and, in the process, has begun to develop its Mission Statement. There is no doubt that the Workers and the Administration agree that their job is to serve children and their families. We have come a long way from four to five years ago when the County had a very narrow definition of the children it served. Workers are serving families as well as children.

If the name is changed to narrow the Department's description, we fear it will give a message to the Workers to stop what they are currently doing. It becomes even more confusing when considering your ultimate goal is to have the Department serve all members of the family. It would appear that the County would be going "backwards" and, then sometime in the future, it would have to leap ahead, recovering old ground in the process. (Protective services can be viewed in a very narrow definition which is to exclude prevention services and to suggest an adversarial role to parents rather than the support services that should be offered in an effort to keep families together, whenever it is appropriate.)

2. With regard to the consolidation of the Departments of Children's Services, of Public Social Services, and of Community and Senior Citizens Services, the Commission does not know whether or not this should occur at some time in the future. We do believe that DCS should serve children and families. However, if these Departments are consolidated, it should only be done after the other Departments have gone through a review process similar to DCS. Since DCS is just beginning to function as it should, it would be most detrimental to combine it with other Departments that have not made the necessary improvements.

The effort must be to obtain services and goods for the youngest, most vulnerable segment of our population. It is because there was no focus on services for children that the Department of Children's Services was born. It has been our experience that each time children's needs are combined with adult needs, the children lose. The County has only just begun to look at children's issues through the Budget Implementation Coordination Committee's Report. We have yet to be able to trace services and funds for children in the County departments. It has been precisely because children's issues have been merged and buried that there has been so little attention to them.

In a society that has few resources to aid its most vulnerable populations - the young and the old - these groups are forced to compete. Children lose because they do not vote, contribute money, organize, nor advocate for themselves. In 1984, children's issues were finally structured into a department so that there was a board level department head who concentrated exclusively on children's needs. The County, by creating DCS, by supporting the Final Report prepared by the Budget Implementation Coordination Committee, and by offering child care for its employees, has begun to take steps to improve the lot of children. At this stage, it does not seem appropriate to talk about merging with adult services again.

3. A third concern involves the text in the Report (pp.43-46) as it relates to the Children's Services Commission and its activities involving the "hearing of cases" and "managing departments". This whole area deals with perceptions of others (and doesn't even identify who these others are) about our Commission. This is not factual data. Our Commission does not "hear cases". People have contacted the Commission, usually by phone, to complain about how they were treated or their cases handled by DCS or the Court, and the Commission has always referred these cases back to DCS. We always inform people that the Commission is an advisory body. (We have never interviewed nor spoken to parties in a case other than the person making the initial contact.)

This Commission has never pretended to "manage departments". (We are an oversight body and believe that we have conducted ourselves in accordance with our original charge from the Task Force and the Board of Supervisors. Several members of the Commission served on the Task Force.) If others perceive that the Commission is managing departments, who are they and what are the facts involved?

August 1, 1988

We can understand if your background papers for your study contained these kinds of statements, but surely only factual language should remain in the final report. (We would direct your attention to both the original Task Force Report of 1984 and to our ordinance, especially Section 3.68.110. We believe that we have focused our attention upon the quality of services to children as we were so charged.)

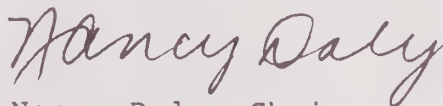
4. When I asked your Commission in what ways it is believed that our Commission should change the manner in which it operates, the reply from your Commission Members was that you would not advise us to change our procedures. If indeed, it is your position that the Children's Services Commission is not operating improperly, but that you believe it is necessary to clarify our Commission's role to dispel any misconceptions that exist, then by all means, state it that way in the Report. Be specific so that it does not give the impression that the Children's Services Commission will be required to change its method of operation.

It is hoped that the preceding will be helpful.

Please call Rosa Moran-Durst, our Executive Assistant, to confirm your Commission's participation at the General Meeting of September 6, 1988.

Thank you for your assistance in this matter. We look forward to discussing the Report with you.

Sincerely,



Nancy Daly, Chair
Commission for Children's Services

ND:ms

cc: Each Commissioner

LOS ANGELES POLICE DEPARTMENT

DARYL F. GATES
Chief of Police



TOM BRADLEY
Mayor

P. O. Box 30158
Los Angeles, Calif. 90030
Telephone:

(213)
Ref #: 485-3202
8.2.6

August 30, 1988

Mr. Arthur J. Peever, Chairperson
Los Angeles County Economy and Efficiency Commission
Room 163, Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Attention: Mr. John Campbell

Dear Mr. Peever:

Thank you for providing me with a draft copy of your task force report to the Board of Supervisors.

There are two recommendations on which I wish to comment.

1. Recommendation #2D calls for the consolidation of five multi-jurisdictional councils. On the surface, this appears to be a reasonable manner in which to avoid duplication of effort and management expense. However, as your report points out "...the content of the work, the details of the membership, and the scope of the various councils differ from one another." I heartily agree. Personnel of the Los Angeles Police Department who may represent me on the various councils are addressing differing issues. The forced interaction of these councils will diminish the attention given to individual issues. There are occasions when issues will interrelate, but the various councils now have very professional working relationships and share information when appropriate.
2. Recommendation #3 (J&K) requires the cross reporting and supplying of information to the Commission for Children by each County citizens' advisory commission and multi-jurisdictional council. Since all Inter-Agency Council on Child Abuse and Neglect (ICAN) activities involve children and families, significant ICAN resources would be consumed for a purpose not specifically justified in the task force report. Additionally, the requirement that all County officials appointed by the Board supply the Commission with all "information that it may request" is overly broad. The potential for misuse and the erosion of existing resources attempting to fulfill this requirement renders this recommendation inappropriate.

Mr. Arthur J. Peever
Page two
8.2.6

I appreciate the opportunity to review this draft proposal and urge you to reconsider the above areas prior to submitting your report to the Board of Supervisors. Should you wish to discuss my comments, Captain Martin Pomeroy, Commanding Officer of Juvenile Division, (213) 485-2801, is available for that purpose.

Very truly yours,



DAVID D. DOTSON, Assistant Chief
Acting Chief of Police



COUNTY OF LOS ANGELES • DEPARTMENT OF HEALTH SERVICES

313 NORTH FIGUEROA STREET • LOS ANGELES, CALIFORNIA 90012 • (213) 974-

8101



November 15, 1988

TO: John Campbell
Economy and Efficiency Commission

FROM: *J. A. Cole*
Robert C. Gates
Director of Health Services

SUBJECT: REVIEW DRAFT: REPORT ON CHILDREN'S SOCIAL SERVICES
IN LOS ANGELES COUNTY

We have reviewed the subject draft report and have concerns regarding Recommendation 4 and the associated discussion as presented on pages 49-55. These concerns are reflected in the attached.

After you have had a chance to review our comments, I would appreciate your thoughts on them.

If you have any questions or require additional information, please let me know, or you may contact Fran Dowling of my staff at 974-8121.

RCG:amg

Attachment

FA-1-88-11-115

DEPARTMENT OF HEALTH SERVICES
COMMENTS ON REVIEW DRAFT
REPORT ON CHILDREN'S SOCIAL SERVICES IN LOS ANGELES COUNTY
NOVEMBER 1988

Recommendation 4 - Summary

Recommendation 4 advocates further consolidation of accountability for the results of County Social Services for children and families under the Director of Children Services. As means to accomplish this consolidation, the review draft proposes the following:

1. Use of "formal agreements" between the Department of Children Services (DCS) and various other County departments, including the Department of Health Services. It is contemplated that these agreements would be executed not later than December 31, 1988. The agreements would specify the nature, quantity, quality and other relative terms and conditions for services to children and families under the jurisdiction of DCS.
2. Implementation of a program budgeting system, effective July 1, 1989, for all programs managed by DCS which would include services provided to its clients by other County departments and provision that the full cost of services provided to children in the care of DCS by other departments be reflected as an expense in the accounts of DCS.
3. Designation of the Director of DCS as solely responsible for all financial and programmatic decisions to secure the care of children in his or her charge, including the choice of provider, whether another County department, governmental agency, or private provider.

Comments and Concerns

Our comments and concerns with respect to the actions proposed in Recommendation 4 of the subject report, and the associated discussion, are as follows:

1. We are not certain as to what is meant by the term "formal agreements" or how they differ from the existing interagency agreements we currently hold with other County departments. We are of the understanding, on advice of County Counsel, that individual County departments lack the legal capacity to enter into "formal agreements" with one another, i.e., the County, a single legal entity, being comprised of its member County departments, cannot contract with itself. The intent of this nomenclature should be clarified.
2. It would be difficult for this Department to release the authority to determine, and DCS to appropriately assess, the appropriate quality and quantity of health care to be provided to children and families under DCS' jurisdiction. Professional and legal liability responsibilities would probably preclude this Department from yielding medical care decisions to DCS, once children or families are under our care.
3. We have no problem with the concept of budgeting funding for services provided to DCS in this regard within the DCS budget, to the extent Medi-Cal coverage is unavailable. (It should be noted that most foster children are Medi-Cal eligible and that services provided under the Medi-Cal program must be billed to the State by the medical service provider.) However, we would hope that the budgetary appropriation established in the DCS budget would be adequate to fund our costs for all such care provided to non-Medi-Cal patients. Such budgeting would not be dissimilar to the current arrangements we have with the Departments of Mental Health and Sheriff. To the extent DCS would find the level of our cost unreasonable, they should be afforded the freedom to seek medical services from other alternate medical providers on a prospective basis.



COUNTY OF LOS ANGELES

DATA PROCESSING DEPARTMENT

9150 EAST IMPERIAL HIGHWAY • DOWNEY, CALIFORNIA 90242 • (213) 940-2901



EDGAR H. HAYES
DIRECTOR


July 29, 1988

John Campbell
Economy & Efficiency Commission
Room 163 Hall of Administration
Los Angeles, California 90012

Dear Mr. Campbell:

This is in reply to your letter of July 18, 1988 regarding comments to the Economy and Efficiency Commission report on children's services. The Data Processing Department has no comments on the report.

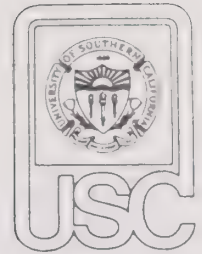
Sincerely,


EDGAR H. HAYES, Director
Data Processing Department

EHH:ld

SCHOOL OF SOCIAL WORK

THE LOS ANGELES ROUNDTABLE FOR CHILDREN



November 14, 1988

Arthur J. Peever, Chairperson
Task Force on Children's Service
Economy and Efficiency Commission
County of Los Angeles
Hall of Administration - Room 163
500 W. Temple
Los Angeles, Ca 90012

Dear Mr. Peever:

We appreciated the participation of you and your staff in our October 19th membership meeting, and hope it was also useful from your standpoint.

We understand and respect your desire to mobilize support for the recommendations made by your Task Force in the report on Children Social Services in Los Angeles County. However, consideration of such a report in broader circles inevitably and, I believe, appropriately generates differing viewpoints and often additional new perspectives that may prove valuable.

Although the Roundtable is not taking formal action on the report recommendations we hope you will seriously consider the questions and views expressed by those members who took part in the discussion. All of them without exception, are experienced and knowledgeable leaders in the area of children's services. They are I believe sympathetic to many points made in the report. But their concern and warnings as to the probable adverse consequences of the recommended changes affecting the Department of Children's Services deserve especially serious consideration including the proposal that at the very least a feasibility study should precede any decision on departmental reorganization.

Again, our thanks for your presentation and participation in our discussion.

Sincerely,

Celeste Kaplan
Celeste Kaplan, President
The Los Angeles Roundtable
for Children

cc: John Campbell

L419/RTBL/111488/1y4

COUNTY OF LOS ANGELES

ROBERTO QUIROZ, M.S.W.
Director



DEPARTMENT OF MENTAL HEALTH

2415 WEST SIXTH STREET, LOS ANGELES, CALIFORNIA 90057

TELEPHONE (213) 738-4608

July 15, 1988


John Campbell
Economy and Efficiency Commission
Rm. 163, Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Mr. Campbell:

Thank you for forwarding to me a copy of the Economy and Efficiency Commission report on children's services. The report was enlightening.

I have forwarded the report to Mr. John Hatakeyama, Deputy Director of our department's Children and Youth Bureau. I have taken the liberty of giving your name to Mr. Hatakeyama in the event he has any questions.

Respectfully,


Gurubanda Singh Khalsa
Finance Specialist

GSK:glp
D5wp/Misc
EECOMRPT

INSTITUTE OF PUBLIC ADMINISTRATION

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55 WEST 44TH STREET
NEW YORK, N.Y. 10036-6652
(212) 730-5480
TELEX 220437 IPA UR
FAX 212-398-9305

August 23, 1983

Mr. John Campbell
Los Angeles County
Economy and Efficiency Commission
Room 163, Hall of Administration
500 West Temple
Los Angeles, California 90012

Dear Mr. Campbell:

Many thanks for your letter of August 17, 1988 and the Report on Children's Social Services in Los Angeles County. I am taking the liberty of circulating it to members of our senior staff who currently are engaged in a project on social services to children for New York City's Human Resources Administration.

Would it be possible to get a copy of the 1983 report, Decision-Making and Organization in Los Angeles County Government?

Many thanks and regards,

Sincerely,



Howard N. Mantel
Director, Government Programs



COUNTY OF LOS ANGELES PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY - DOWNEY, CALIFORNIA 90242
(213) 940 - 2501



BARRY J. NIDORF
Chief Probation Officer

August 8, 1988

Mr. Joe Crail, Chairperson
Economy and Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

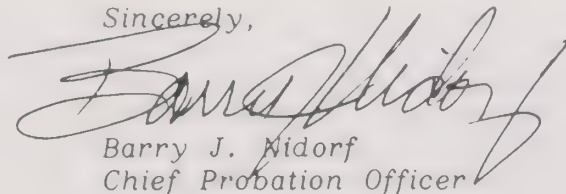
Dear Mr. Crail:

I have reviewed the Economy and Efficiency Commission's Report on Children's Social Services in Los Angeles County. Although I commend you for your significant undertaking, I have the following concerns about the recommendations:

1. The Probation Department staff on each of the five multi-jurisdictional councils are chosen for their specific ability and expertise. Combining task forces, for example, the task force on drug use and the task force on child abuse, would dilute the expertise of each. In turn, it would reduce the effectiveness of each task force.
2. The cross-referring to the Commission for Children any issue affecting children and their families would be an unnecessary duplication of efforts.
3. Recommendation 3-K is impractical, particularly for the Probation Department. Confidentiality constraints require that we have full justification for any information that is requested. Further, budget and staff constraints make this recommendation a costly proposition.

I appreciate the opportunity to review your report. I urge you to reconsider your recommendations in light of my concerns.

Sincerely,


Barry J. Nidorf
Chief Probation Officer

BJN:gj



PUBLIC HEALTH COMMISSION

COUNTY OF LOS ANGELES

313 NORTH FIGUEROA ST., LOS ANGELES, CALIF. 90012

(213) 974-7730

Secretary

Vernell V. King

September 14, 1988

TO: Each Supervisor

FROM: Public Health Commission

SUBJECT: REPORT ON CHILDREN'S SOCIAL SERVICES IN LOS ANGELES
COUNTY -- ECONOMY AND EFFICIENCY COMMISSION REPORT

At its meeting September 8, 1988 the Public Health Commission reviewed the above report proposed by the Economy and Efficiency Commission's Task Force on Children's Services. The report does not clearly define the scope which the Task Force intend to cover, the areas of responsibility and authority. Therefore, it is difficult to determine what impact it will have on the delivery of health care.

The Commission would like to point out to you issues of concern regarding the proposed plan.

ISSUES

1. The plan would create another level of bureaucracy; larger governmental agencies are not necessarily more efficient.
2. The proposed plan could be interpreted to mean that concerns and/or recommendations of the Public Health Commission and other Commissions regarding children services in Los Angeles County would be referred to the newly created Commission on Children.
3. Combining the Children's Services and the Community and Senior Citizens Departments creates competition within the department as to whether the monies will be spent for children's services or adult services.

Incorporating all children and family services into one department theoretically makes sense, but practically it can be a nightmare. At the present time the Department of Children's Services is overworked, understaffed and underfunded. Adding the extra load as proposed, even with more money and staff provided, in our opinion, will still be unmanageable.

Each Supervisor
September 14, 1988
page 2

The Children's Services Department was created because of the recognized need for children to have their own department.

4. The plan proliferates the duplication of functions/ services that it says it is trying to eliminate.
5. The sole responsibility for all financial and programmatic decisions to secure the care for children, including the choice of provider should not be given to the Director of Children's Services.

The quantity and quality of health care provided to children in Los Angeles County is important and need Health Department involvement.

As concerned citizens for the delivery of health care services to all citizens of this County, we strongly urge you to carefully review the proposed plan/recommendations. Even though the impact of such a plan is not clearly defined, we believe if such actions were taken they could be detrimental to the delivery of health care as we now know it.

GLD:vk

cc: Chief Administrative Officer
County Counsel
Executive Office, Board of Supervisors
Robert C. Gates, Director of Health Services
Caswell A. Evans, Jr., D.D.S., MPH
Larry Roberts
Ellen Alkon, M.D., MPH
Arthur D. Lisbin, M.D.
Economy and Efficiency Commission

John Rossi Youth Foundation

1515 Lincoln Boulevard, 2nd Floor
Santa Monica, California 90401
(213) 393-0644

August 23, 1988

Robert J. Lowe
Vice Chairperson
Economy and Efficiency Commission
Room 163, Hall of Administration
500 West Temple
Los Angeles, CA 90012

Dear Mr. Lowe:

I am in receipt of the review draft of your commission containing the report and recommendations relevant to Children's Services of the County of Los Angeles.

After serving for the past two decades on various county and state boards and commissions, including the Children's Services Task Force and Commission, I am fully cognizant of the magnitude of the task placed upon your group. Based on your reputation as a committed and reasonable gentleman, I have decided to address my response directly to you.

With regard to RECOMMENDATION 1: DEPARTMENTAL ORGANIZATION / REALIGNMENT, with regard to the name change from Department of Children's Services to Department of Children's Protective Services, I have concern for the methodology to be employed with regard to the massive population of the balance of the children in Los Angeles County. Realizing the transitory status of many children not inclusive in the population of protective services, while yet on the verge of entering into or phasing out of this category, while the County does not have a legal obligation to these children, as a compassionate and caring society, I feel we do have a moral obligation to them as well. Long being an advocate of early intervention and prevention, it is most important that the County support and protect all children.

With regard to Phase Two: Functional Realignment, as I reflect back on the inadequacies of a single department which existed prior to the formation of the Department of Children's Services, I recall the public concern and outrage that existed over many of the conditions of such a massive department which resulted in injustices, institutional neglect, and weaknesses of that system with regard to children.

Robert J. Lowe
August 23, 1988
Page Two

While a consolidation of this nature may be effective in a city such as Oxnard, Fresno, etc., the large and constantly growing population of Los Angeles County would be, once again, a massive bureaucracy reducing the quality of service to all components. Were it to be combined, Children's Services would remain unique on the very basic premise that children have no income, no vote, are governed by a separate set of statutes and laws, and the groups who lobby for them are notably lacking in the economic and political support necessary to further their cause of fair and just treatment. The political climate may change from time to time and the financial state of the county may fluctuate based on State and Federal Revenues. I have no doubt, based on past history, that many children's services would bear the brunt of these budget cuts.

Regarding RECOMMENDATION 2: MULTI-JURISDICTIONAL COUNCILS, I find myself in accord with your consolidation and standardized role of these councils. My opinion is based on the commonalty of the core membership of all members being elected or employed officials of the County of Los Angeles.

With reference to RECOMMENDATION 3: CHILDREN'S ADVISORY COMMISSION, I feel that an ordinance defining the scope and role of the Commission to have merit with reference to the children, the citizen participation, and agree that the Commission is not indeed a supervisory, managerial, or appeal body. I do feel, however, that the inclusion of families detracts from the initial purposes and direction for which this commission was formed and places additional burden outside the goals and interests of the Commission.

If the commissions' roles are to be limited to recommendation of Board policy, legislation and review, and implementation status monitoring and reporting of a general nature, this leaves a void which the Commission has so admirably addressed since its inception. I refer to the many actions of a questionable nature ongoing within the institutions where these children reside.

To be more specific, I would remind you of a few of the following deficiencies which resulted in a positive correction solely due to the concerns, observations, and subsequent actions on the part of the Commission. Some of these are: a physician commissioner discovered an ill-equipped medical station with an excessive supply of behavioral modification drugs. A commissioner observed in a nursery fish nets in place on the top of the cribs of

Robert J. Lowe
August 23, 1988
Page Three

infants as a behavioral measure and lack of adequate staffing. The overpopulation beyond the legal statute has been observed on more than one occasion. There are probably another fifty instances which I could go on describing for you, however, I think that would be superfluous. My concern is that if the Commission is no longer free in its policy of oversight of specific incidents, where will the checks and balances system come into play for the protection of the children?

I have long been aware of a department's desire to collectively be concerned with the task of protecting their in-house reputations. I do not feel that any body of government should be responsible only to itself. The Commission, an apolitical group of dedicated citizens, whose concern is not monetary, employment security, or political gain, serves only at a great personal sacrifice to assure us these children will be treated humanely and without them, we remove the only independent body whose only concern is the welfare of children.

Those of us who are in the forefront of children's services on a non-governmental level in the community feel that, rather than a consolidation of departments, the answer may well be in a major expansion of the Children's Services Department with an adequate support system that would enable them to provide their own auxiliary services, such as medical and mental health, etc., and not be dependent upon contractual agreements with other departments to provide these services.

We are by and large in accord with your theory and justification for many of your reasons for consolidation, however, it is our belief that children present a unique and separate major part of our population and their needs could best be addressed by the complete separation currently existing to provide these functions. There is much that can be done to expand upon and improve the relatively young life of the Department and I do not feel that it has had adequate time or unified support to move as quickly as some would have liked to have seen. As you have been made aware, I am sure, the Department has not yet had the opportunity to fulfill its initial mission of independence from other County departments. I feel this is an opportunity that should be explored.

A personal thought and one which has caused me concern is that the Department and Commission should not be adversaries, but rather a unified team for the betterment of children.

Robert J. Lowe
August 23, 1988
Page Four

Having been involved since the early hearings preceding the Task Force which led to the creation of the Department and formation of the Commission, I believe, as you did then, and continue to believe that the creation of this department has provided major benefits for the children of Los Angeles County and will continue to do so given the opportunity to proceed independently and solely for the benefit of children.

In closing, I would like to compliment the Economy and Efficiency Commission for the many hours and good intentions which have gone into the preparation of this review draft and further note appreciation for the fine work and research provided by John Campbell and his staff in its preparation. Like many other documents I have read in the past, in theory it is admirable, but for implementation it is flawed.

Sincerely,

A handwritten signature in dark ink, appearing to read "John Rossi". The signature is fluid and cursive, with a large initial "J" and a stylized "R".

John Rossi
Executive Director

JR:el



Shapell Industries, Inc.

Wilshire-San Vicente Plaza
Suite 700
8383 Wilshire Boulevard
Beverly Hills, California 90211
213 655 7330

Nathan Shapell
Chairman of the Board

August 10, 1988

Mr. John Campbell
Los Angeles County
Economy and Efficiency Commission
Room 163, Hall of Administration
500 West Temple
Los Angeles, Ca. 90012

Dear Mr. Campbell:

Thank you for forwarding me a copy of your draft report on children's services. As you know, the Little Hoover Commission has a tremendous interest in this issue as evidenced by the release of our report last spring.

During the next legislative session, our Commission will be actively advocating the passage of several pieces of legislation that will implement recommendations we presented in our report. I am directing our acting Executive Director, Ms. Jeannine English, to coordinate our follow-up activities with you.

On behalf of the Commission, let me again thank you for sending me a copy of this fine report.

Sincerely,



Nathan Shapell
Chairman of the Board



COUNTY OF LOS ANGELES

DOMESTIC VIOLENCE COUNCIL

Cheryl Ward Smith, Chairperson
Los Angeles City Attorney's Office

Roseann Donnelly
Coordinator

August 11, 1988

Los Angeles County
Department of
Community and Senior
Citizens Services
Robert G. Medina
Director

Joe Crail Chairperson
Economy & Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Re: Recommendations of the Economy & Efficiency
Commission for Domestic Violence Council

Dear Mr. Crail:

I am writing On behalf of the Los Angeles County Domestic Violence Council to give feedback and express our deep concern about Recommendation. Two in the Economy & Efficiency Commission Report issued June, 1988. This recommendation calls for the consolidation of five separate councils and committees into one multi-jurisdictional Council. The report concludes, without any supporting evidence, that the focus of each Council and Committee directly impacts the welfare of children.

From the discussion and analysis supporting Recommendation Two, little more was done than find some degree of commonalty among the Councils (i.e., children are involved, children live in families, and representatives from the same agency sit on more than one Council). No attempt is made to analyze the work of the Council in question, nor balance other work, not involving children, in which the Council might be engaged.

The discussion justifying the recommendation emphasizes the goal of "efficiency over advocacy" and "similar functions for different constituencies". The discussion centers on the rationale: [t]he functional form of organization performs best for on-going production of well-defined products or services." It is unclear to us how this has been demonstrated. There is, however, a very clear bias in the report that services, based upon "the constituency principle", are not looked upon with favor; that they are inherently fragmentary and duplicative.

The report suggests that because the Department of Children Services, may deal with a child victim in a violent home, DPSS may deal with elder abuse in the violent home, and Department of Community and Senior Services may give services to spouses in a violent home, that these departments have similar functions all related to violence in the home and should be under one umbrella

council. The Department of Community and Senior Citizens does not provide services directly to victims of spouse abuse. The only services provided by DCSC are those which are funded, (through assessments on marriage license fees) through private shelters to provide safety to battered women.

This rather strained attempt to lump together victims of child abuse, elder abuse, and spouse abuse does not work for three reasons. First, while the legal framework exists for reporting and protecting victims of child abuse and elder abuse, there is no similar legal construct designed to provide protective services to adult victims of family violence. Thus, under the proposal to create a county department of child, adult and family social services, adult victims of family violence will receive few, if any, services because there is no legislative authority to protect them beyond what the police can do when a crime occurs.

Secondly, no governmental agency has assumed the responsibility to provide protective services to adult victims of family violence. The report is silent on how these victims would be accommodated under the consolidation plan. Further the consolidation and functional re-alignment plan mixes goals and laws applicable to children with elder abuse and spouse abuse. The reunification of the family may be a stated goal when speaking of abused children, but it is not necessarily a goal when speaking of elder abuse nor, spouse abuse. Moreover, in spouse abuse cases the focus is not reunification but protecting the victim and treatment for the batterer. In our view not all families should be reunified. I believe that the conflicting interests and points of view between spouse abuse and child abuse were never considered by your Commission.

This rather simplistic reasoning and approach to family violence if followed, actually does more harm than good for domestic violence victims. It set us back years in advancements we have made in victim services. It totally ignores the research done in the area of family violence.

Thirdly, the idea of putting domestic violence in a consolidated Council will not work for an obvious reason: the departments which sit on several Councils, do not generally have the same staff person sitting on all of the Councils. One person in each office simply can't know all there is to know about child abuse, spouse abuse, CCJCC, the Crisis Center and drug abuse. Each time a new agenda area is covered a different person from the agency would have to attend the meeting. (One can see the obvious absurdity to logically extending this point to a situation where an agenda would cover areas from each of the five consolidate

Joe Crail, Chairperson
Page 3.

Councils.) On paper consolidation may appear very efficient to make all the departments come under one Council, however, this apparent efficiency may actually only be the lovely package on the outside, but empty of real means to serve people on the inside.

It is not without good reason that specialists have evolved in each department to develop the expertise necessary to deal with the special nature of these issues. A good example of this is the expertise in LAPD's Juvenile Division on child abuse or gang activity. The same juvenile office narcotic officer of gang expert would not attend a Domestic Violence Council meeting, rather LAPD would be represented on the Council by a member of their Crisis Intervention Unit.

I would urge the Commission to reconsider the Consolidation re-alignment plan and wait until the affected agency can voice their opinion about the usefulness of a consolidation plan.

I hope this is of some assistance to the Commission. If more information, is needed please contact me at my office.

Very truly yours,

Cheryl J. Ward Smith
Cheryl J. Ward Smith
Chairperson

CJWS:jb
(213) 485-5166

DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814

September 15, 1988

Mr. John Campbell
Los Angeles County
Economy and Efficiency Commission
500 West Temple Street
Los Angeles, CA 90012

Dear Mr. Campbell:

Thank you for sending Governor Deukmejian a draft of the June 1988 Report on Children's Social Services in Los Angeles County prepared by the Economy and Efficiency Commission Task Force on Children's Services. The Governor has requested that the State Department of Social Services (SDSS) provide you with our comments on the recommendations presented and discussed in the Report.

The SDSS fully supports County efforts to coordinate local and County services in order to ensure that optimum services be provided to children and their families. Considering the unique structure of Los Angeles County government, the Commission's concentration on strengthening the communication and collaboration between all entities involved in providing child welfare services is recognized as a most valid and practical approach. Recommendations designated in the Report as Phase II, which will require further study and planning prior to implementation, offer particular potential in unifying government functions affecting families.

We appreciate your continued commitment to improve the efficiency and effectiveness of government services necessary to respond to the varying needs of children. Please keep us informed of the results of the Commission's presentation of this report to the Board of Supervisors, and any subsequent development efforts related to the recommendations.

Sincerely,


LOREN D. SUTER
Deputy Director
Adult and Family Services

cc: Governor's Office

LAW OFFICES OF

ADAMS, DUQUE & HAZELTINE
A PARTNERSHIP INCLUDING PROFESSIONAL CORPORATIONS

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500 WASHINGTON STREET
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SAN DIEGO OFFICE
401 WEST A STREET
TWENTY-THIRD FLOOR
SAN DIEGO, CALIFORNIA 92101
TELEPHONE (619) 232-1240

523 WEST SIXTH STREET
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551 MADISON AVENUE
ELEVENTH FLOOR
NEW YORK, NEW YORK 10022
TELEPHONE (212) 750-1240

HENRY DUQUE (1904-1971)
EARL C. ADAMS (1892-1986)

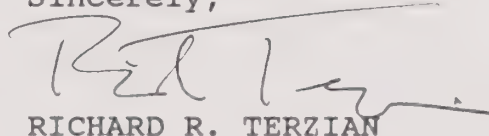
September 6, 1988

John Campbell
Los Angeles Economy
and Efficiency Commission
Room 163
Hall of Administration
500 W. Temple Street
Los Angeles, California 90012

Dear Mr. Campbell:

I recently returned from vacation to find a copy of the study made by your commission on the problem of children services. As you know, the Little Hoover Commission, on which I serve, has conducted hearings and issued a report on the same problem. Your report does an excellent job on this difficult issue and I greatly appreciate your having forwarded this to me.

Sincerely,


RICHARD R. TERZIAN

RRT:bb



INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT

County of Los Angeles

COUNCIL MEMBERS

SHERMAN BLOCK, Chairperson
Sheriff

LEONARD M. BRITTON
Superintendent L A Unified School District

ROBERT CHAFFEE
Director Children's Services

DEWITT CLINTON
County Counsel

LINDA CRISMOND
County Librarian, Public Library

RALPH CRYDER
Director, Parks and Recreation

RICHARD B. DIXON
Chief Administrative Officer

KATHRYN DOI-TODD
Presiding Judge, Juvenile Court

JOHN ENGLUND
Fire Chief, Forester and Fire Warden

DARYL GATES
Chief, Los Angeles Police Department

ROBERT GATES
Director Health Services

DR. STUART GOTHOLD
Superintendent, Office of Education

JAMES HAHN
L A City Attorney

RONALD KORNBLUM, M.D.
Chief Medical Examiner

WILBUR LITTLEFIELD
Public Defender

ROBERT MEDINA
Director Community & Senior Citizens Services

BARRY NIDORF
Chief Probation Officer

MORRIS PAULSON, Ph.D.
Professor of Psychiatry
UCLA School of Medicine

ROBERTO QUIROZ
Director Mental Health

IRA REINER
District Attorney

WILLIAM STEWART
Director, Facilities Management

EDDY S. TANAKA
Director Public Social Services

JOHN VAN DE KAMP
California Attorney General

FRANK ZOLIN
Executive Officer Superior Court

July 12, 1988

4024 N. DURFEE AVENUE
EL MONTE, CALIFORNIA 91732
(818) 575-4362

DEANNE TILTON
ICAN Director

PENNY WEISS
ICAN Assistant Director

Arthur J. Peever
Chairperson
Task Force on Children's Services
Economy & Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Mr. Peever:

I appreciated the opportunity to address your Commission on July 6th regarding some of the findings and recommendations of your Task Force on Children's Services.

As emphasized in my comments, I believe your recommendations for merging the staffing and Policy level committees of five existing interdepartmental bodies presents serious practical and philosophical problems. I would be pleased to further discuss these concerns with your Task Force Members.

Please extend my regards to your fellow Commissioners for their kind and courteous attention.

Very truly yours,

Deanne Tilton

Deanne Tilton
ICAN Director

DT:sa

cc: Joe Crail, Commission Chair
John Campbell, Executive Director
Sheriff Sherman Block
ICAN Executive Committee





INTER-AGENCY COUNCIL ON CHILD ABUSE AND NEGLECT

County of Los Angeles

COUNCIL MEMBERS

SHERMAN BLOCK, Chairperson
Sheriff

LEONARD M. BRITTON
Superintendent, L.A. Unified School District

ROBERT CHAFFEE
Director, Children's Services

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Chief, Los Angeles Police Department

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Director, Health Services

DR. STUART GOTHOLD
Superintendent, Office of Education

JAMES HAHN
L.A. City Attorney

RONALD KORNBLUM, M.D.
Chief Medical Examiner

WILBUR LITTLEFIELD
Public Defender

ROBERT MEDINA
Director, Community & Senior Citizens Services

BARRY NIDORF
Chief Probation Officer

MORRIS PAULSON, Ph.D.
Professor of Psychiatry
UCLA School of Medicine

ROBERTO QUIROZ
Director, Mental Health

IRA REINER
District Attorney

WILLIAM STEWART
Director, Facilities Management

EDDY S. TANAKA
Director, Public Social Services

JOHN VAN DE KAMP
California Attorney General

FRANK ZOLIN
Executive Officer, Superior Court

August 4, 1988

Joe Crail, Chairperson
Economy & Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

4024 N. DURFEE AVENUE
EL MONTE, CALIFORNIA 91732
(818) 575-4362

DEANNE TILTON
ICAN Director

PENNY WEISS
ICAN Assistant Director

Dear Mr. Crail:

As requested, this letter is to provide your Commission with my thoughts and concerns regarding the Report on Children's Social Services in Los Angeles County.

As Executive Director of ICAN, I share the concerns about possible duplication and fragmentation of services provided to the children and families in our county. I commend your Commission's efforts to develop recommendations to maximize the effectiveness of our service delivery system. I cannot, however, endorse your report's recommendation to consolidate the membership and staffing of the five identified multi-jurisdictional councils. In fact, I have serious concern that consolidation of these councils would result in a diminished level of advocacy on behalf of abused and at risk children and their families.

While four of the five identified multi-jurisdictional councils/committees identified in your report share many of the same concerns, their separate functioning allows each to provide specific focus to the problems of its constituents. (The fifth identified council is actually a committee of CCJCC.) Moreover, these councils have historically enjoyed a cooperative working relationship in those instances where a common problem required mutual attention and resolution. Therefore, there is no established need or benefit to consolidation of these multi-jurisdictional councils, and I would recommend deletion of this section of the report.

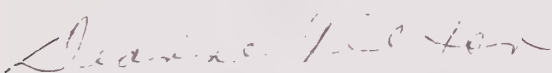


Joe Crail
August 4, 1988
Page 2

Your report does accurately and effectively develop a position that all children in Los Angeles County are "at risk". In keeping with this position, therefore, it may be useful for your Commission to support expanding the role of ICAN to include all children "at risk", not just children identified as abused and neglected. This expansion of ICAN's scope of responsibility would benefit the Board by increasing the expertise available to it in developing the county's policies regarding programs affecting all children.

It is my sincere hope that all existing agencies, commissions, and multi-jurisdictional bodies in our county can work cooperatively to assure that our children and families receive the very best services possible. If your Commission so desires, I would be pleased to discuss the report further with any of the Task Force members or others.

Sincerely,

A handwritten signature in cursive script, appearing to read "Deanne Tilton".

Deanne Tilton
ICAN Director

LOS ANGELES COUNTY CLERK
AND
EXECUTIVE OFFICER OF THE SUPERIOR COURT

111 NORTH HILL STREET
MAILING ADDRESS P.O. BOX 151
LOS ANGELES, CALIFORNIA 90053

FRANKS ZOLIN
COUNTY CLERK / EXECUTIVE OFFICER

September 7, 1988

Mr. Joe Crail
Chairperson, Economy and Efficiency Commission
163 Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Mr. Crail:


As a member of both the County-wide Criminal Justice Coordination Committee (CCJCC) and ICAN, I wish to express my concern over the recommendations of the Commission in the Report on Children's Social Services in Los Angeles County.

The intent of the Commission's effort to reduce the multiplicity of commissions and councils concerned with common issues is well reasoned. However, implementation of such recommendations in this instance may severely impede the level of attention given by each multijurisdictional council to their specific area of concern. Since the common link between the programs is children and families, the focus on them changes dramatically relative to the depth and nature of the problem being addressed. To consolidate the councils would diminish the concentration needed in each area.

Finally, recommendations to provide the Children's Advisory Commission with all information it may request, should be modified. Allowing each concerned department or agency to consider the availability of information, staff preparation time, and any provision for confidentiality, in my view, should be given high consideration.

If you have any questions or concerns about the comments raised, please contact my office.

Very truly yours,



Frank S. Zolin
County Clerk/Executive Officer

FSZ:CS:yr

cc: Richard P. Bryne, Presiding Judge
Ricardo A. Torres, Assistant Presiding Judge
Kathryn Doi Todd, Presiding Judge
CAO
ICAN

SECTION J

SELECTED COURT CASES
AND
LAWS REVIEWED

DO NOT QUOTE OR CITE

SELECTED COURT CASES AND LAWS REVIEWED

COURT CASES

City of Cleburne, Texas v. Cleburne Living Center, 82-1565. Case involving a city zoning ordinance dating from the 1920's that requires a special permit in order to set up a home for "feeble-minded," the insane, alcoholics and drug addicts. No such permit required for convalescent and nursing homes or for hospitals and sanitariums in that particular neighborhood.

Coy v. Iowa 88 Daily Journal D.A.R. 8440 (July 1, 1988). Appellant (Coy) was charged with sexually assaulting two 13 year-old girls. At appellant's jury trial, the court granted the State's motion to place a screen between girls and the appellant during their testimony, rejecting appellant's claim that this procedure violated the Confrontation Clause of the Sixth Amendment, which gives a defendant the right to "be confronted with the witnesses against him."

Contra Costa County Social Service Department v. Glenn C. 88 Daily Journal D.A.R. 6651. (May 27, 1988) Glenn C. (appellant and defendant) appeals jurisdictional findings and

DO NOT QUOTE OR CITE

dispositional orders of the Contra Costa County Juvenile court relating to his three children pursuant to dependency proceedings brought under Welfare and Institutions Code section 300, subdivision (a). Glenn C. contended that (1) the evidence in support of the jurisdiction finding was insufficient; (2) the trial correct erroneously failed to articulate the standard of proof applied at the disposition hearing; and (3) the trial court erroneously refused to order a reunification plan. The court held that there was sufficient evidence to sustain the jurisdictional findings but not for the later two contentions.

County of San Mateo v. Dell J., Sr. et al. 88 Daily Journal D.A.R. 13736 (October 31, 1988). The appellate court held that the county was entitled to reimbursement for support and maintenance expenses from the parents (Dell J.) while their minor child (ward of the court) was in a foster care facility. Costs attributable to confinement, rehabilitation, treatment or supervision were excluded. The support and maintenance expenses were not found to be in violation of equal protection.

Herman Patrick Ebarb v. County of Stanislaus et. al. 88 Daily Journal D.A.R. 6189 (May 19, 1988). Herman Ebarb (plaintiff-appellant) contacted the Stanislaus County Child Protective Services and advised them that extreme violence would be inflicted on Melissa (his daughter) by her mother's boyfriend. No action was taken and the child died. The mother's boyfriend was alleged to be the perpetrator. The court

DO NOT QUOTE OR CITE

could not tell whether the County in fact consciously exercised discretion. The judgement was reversed and the cause remanded for further proceedings.

In the Matter of Matthew Keith S., A Minor. Kathleen S. (mother), v. Los Angeles County Department of Children Services. 88 Daily Journal D.A.R. 6270 (May 20, 1988). The Los Angeles County Department of Children's Services filed a petition pursuant to Welfare and Institution Code section 300, subdivision (a) after two-year-old Matthew fell from a secondary story window while living with Kathleen S. (appellant). Juvenile court took dependency jurisdiction over Matthew although he remained in appellant's custody. A supplemental petition was filed. Custody of the child was taken from the mother. The child was given to his maternal grandparents. The mother appealed the judgement terminating her parental rights. The child's father was not locatable. He was then not a party to the appeal. The court found that the mother's untreated, serious personality flaws and emotional instability, coupled with her past conduct, her lack of concern for the child's well-being and her lack of preparation to deal with the responsibilities of parenthood, adequately supported the court's findings that Matthew had been neglected or cruelly treated (Civ. Code, s 232, subd. (a)(2)).

DO NOT QUOTE OR CITE

In re Brian P., a Person Coming Under the Juvenile Court Law. Los Angeles County Department of Children's Services, v. Colleen P. 88 Daily Journal D.A.R. 728 (January 21, 1988). Brian P. was declared a dependent child of the juvenile court pursuant to Welfare and Institutions Code section 300, subdivision (a), on the grounds he suffered from malnutrition due to being fed an inadequate diet while in the custody and control of his mother, Colleen P. He was removed from the custody of the mother and placed in foster care. Permanency planning hearings were held and suitable placement was ordered to remain in effect and was referred to the Dept. of Adoptions for adoptive planning. The mother appealed this decision. The appeal was dismissed.

In re Micah S., a Minor, Director of Social Services v. Gloria S., et. al. 88 Daily Journal D.A.R. 1841 (February 18, 1988). Micah was placed in protective custody at seven weeks because his mother (Gloria) and father had no place to live. The child was placed with foster parents shortly thereafter. A combined jurisdictional and dispositional hearing was held where the child was judged to be a dependent child. A reunification plan calling for regular visits by the parents, completion of a parenting program, maintaining of suitable housing for six months and participation in counseling and completion of psychiatric evaluations. A combined six-month review and permanency planning was held. At this hearing the county counsel was directed to file a termination of parental rights petition because of the parents' chronic mental illness.

DO NOT QUOTE OR CITE

Jean Balistreri v. Pacifica Police Dept; Al Olson, Police Chief, individually and as a police agent. 88 Daily Journal D.A.R. 10901. Balistreri was beaten and harrassed by her husband before and after their divorce. She alleged that the police refused to act against her husband. She filed a complaint alleging that these acts violated her constitutional rights: due process, equal protection under the law, freedom from excessive force and unreasonable searches and seizure by police. The distict court dismissed the complaint with prejudice. The U.S. Court of Appeals for the Ninth Circuit dismissed the plaintiff's complaint regarding search, seizure and excessive use of forces: but reversed the dismissal with prejudice of the plaintiff's due process and equal protection claims.

The People v. Kathleen Kevin and Richard Allen Hawkins. 88 Daily Journal D.A.R. 6630 (May 27, 1988). The court held that Richard Hawkins committed adult abuse for not properly taking care of his ill mother under Penal Code section 368, subdivision (a). Kathleen Kevin's conviction was reversed. Legal procedural issues were discussed but dismissed.

The People v. Robert Emmitt Anthony Mc Girr., 88 Daily Journal D.A.R. 1747 (February 17, 1988). Appellant cohabitated with Cheryl Duvall. They had a daughter, Sebreena, during this time. After separation the mother informally let the appellant

DO NOT QUOTE OR CITE

have visitations with the child. On one occasion the appellant took the child for an extended period of time and made the mother go get the child in another town. The appellant claimed he did it because he was concerned for the child's welfare. The appellant sought counsel who informed him that he did not have to return the child to her mother under the circumstances. The appellant was charged with concealment under Section 227 of the California Penal Code. During testimony the appellant provided information that the child was living in an unsafe atmosphere. Both the trial and appellant court determined that the appellant acted without good cause and with the requisite specific intent required under Section 227.

LAWS

Federal

Social Security Act, Child Welfare Services, sec. 420 (a), 42 U.S.C. 620, sec. 421 (a), 42 U.S.C. 621, sec. 422 (a), 42 U.S.C. 622.

Social Security Act, Federal Payments for Foster Care and Adoption Assistance, sec. 470, U.S.C. 670, sec. 471 (a), 42 U.S.C. 671.

State

AB 1642, Nestande. Social services: planning. (repealed 1983). Enacted the California Social Services Planning Act to be

DO NOT QUOTE OR CITE

administered by the State Department of Social Services. Required the department and the Governor to prepare annual state social service plans based on county social services plans and various state and federal requirements.

AB 2994, Imbrecht. Child Abuse and Neglect Programs: Vital Statistics: Fees: Birth Certificates. Law requiring a portion of payment for certified copies of birth certificates be put into a county children's trust fund or to the State Children's Trust Fund; directed county board of supervisors to create a voluntary local commission, board, or council for child abuse and neglect prevention and intervention programs; allowed county trust funds to include private sources; directed trust funds from birth certificates and private sources be used for child abuse and neglect prevention and intervention programs.

AB 3501, Bradley. Sentence-enhancement legislation proposing sending murderers of children under 14 to the gas chamber. The Los Angeles Daily Journal, 16 May 1988, p. 2.

AB 4245, Green-Hughes School Building Lease-Purchase Bond Law of 1986. Provided for bond issue of \$800,000,000 to provide capital outlay for construction or improvement of public schools to be sold at a rate not to exceed \$400,000,000.

DO NOT QUOTE OR CITE

SB 125 (Proposition 26), State School Building Lease-Purchase Bond Law of 1984. Provided for a bond issue of \$450,000,000 to provide capital outlay for construction or improvement of public schools.

SB 1760, Torres. Children's Services. Established an Interagency Board comprised of representatives of various state government entities. The board shall address issues of coordination, duplication, gaps in service, and unclear service mandates in children's services.

COLLECTION OF LAWS

Orange County Juvenile Court. Juvenile Justice Commission. Probation Dept. Laws For Youth 1982.

SECTION K

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